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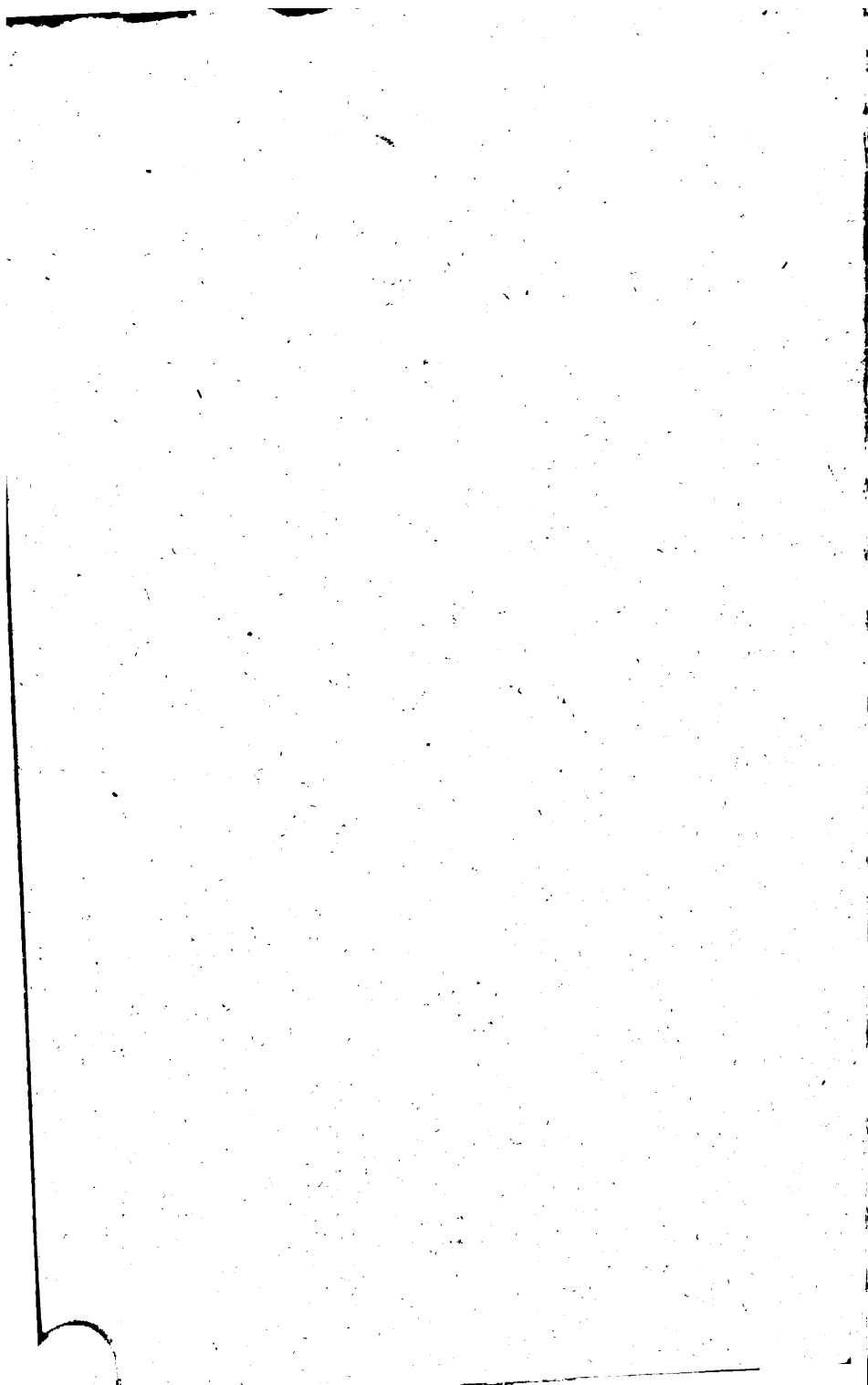
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THE CITY FOR THE PEOPLE!

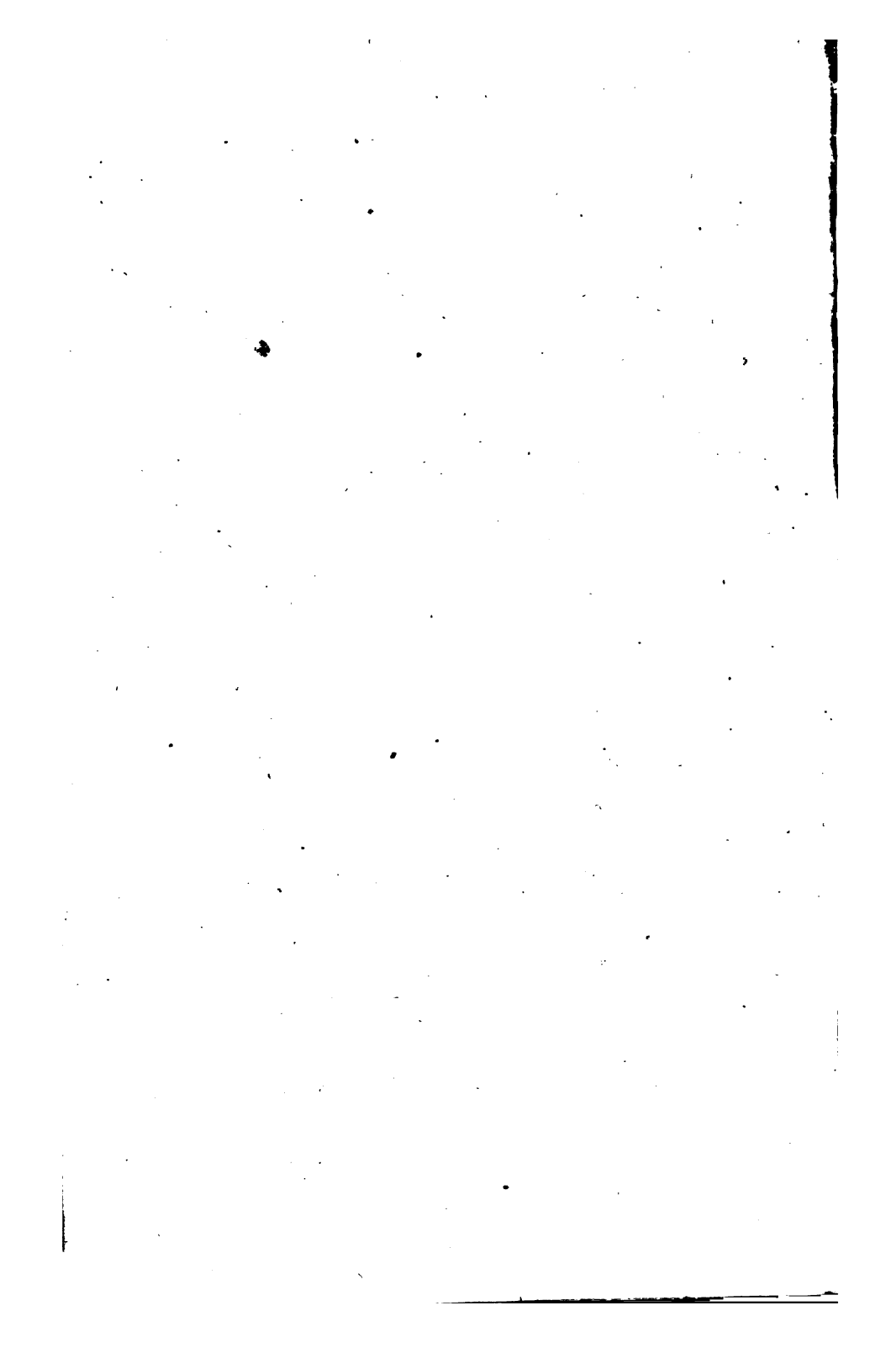
THE BEST ADMINISTRATION NEW YORK EVER HAD

CAMPAIGN BOOK OF THE
CITIZENS UNION



SEPTEMBER, 1903
FIRST EDITION

Issued by the
COMMITTEE ON PRESS AND LITERATURE OF THE CITIZENS UNION
18 East 16th Street, New York City



From Professor J. A. Fairlie
Feb 17 04

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MVP

Recless

THE FUSION TICKET

of 1903.

FOR MAYOR

SETH LOW

FOR COMPTROLLER

EDWARD W. GROUT

**FOR PRESIDENT OF THE BOARD OF
ALDERMEN**

CHARLES V. FORNES

WHAT THE CITIZENS UNION MEANS.

Origin and History of a Wonderfully Successful Non-Partisan Movement.

The purpose of the Citizens Union movement is to provide "that the business affairs of municipal corporations shall be conducted upon their own merits, uncontrolled by State and National politics." The New York State Constitution, adopted in 1894, provided that municipal elections should be held at times separate and distinct from State and National elections. Here was the opportunity to accomplish the Citizens' Union purpose in the municipalities of New York State.

THE UNION'S AIM PURELY LOCAL.

In New York City, for more than a century, the local agency of the Democratic Party had been perverted into a mere instrumentality for private "graft." It has maintained its strength on the one hand through the "cohesive power of public plunder," and on the other, through appeals to "loyal Democrats," demanding the fealty of members of a national party, where no party questions were involved. "Graft" and "Regularity" have been its watchwords. It is the purpose of the Citizens Union of New York to rid the City of this organized piracy. Its scope is purely local.

ENORMOUS POWER OF THE MAYOR.

The adoption of the Constitution of 1894, and the welding in 1897 of the nearly one hundred communities in and around Manhattan Island into a single Greater City, created a very real necessity for such an organization as this. The enormous increase of power and responsibility vested in the mayor—who was to be the chief executive

of a population of now 3,600,000—made it absolutely necessary that the head of this new and mighty city should be absolutely free and unhampered by any obligations of national political partisanship.

THE FIGHT FOR NON-PARTISANSHIP.

From its beginning the Citizens Union has advocated the principle that the Mayor should be the nominee, not of a party organization, but of an association of citizens, acting irrespective of party, and with sole regard to the attainment of an honest and progressive city administration.

THE UNION'S FIRST PLATFORM.

The first platform of the Union demanded "an honest and efficient administration, good schools, clean streets, more breathing spaces, better housing in the overcrowded parts of the city, better rapid transit facilities, strict supervision of the city's franchises, a full return for public privileges granted to corporations, and a just and fair enforcement of local statutes and ordinances."

WHAT THE VOTER WANTS TO KNOW.

The Union believed then—it believes now—that what the voter really wants to know is how the election will affect the health, business, dignity and order of his city; to be assured that the vast sums raised by taxation will be honestly and efficiently expended in the direct interest of himself and his neighbors and not squandered upon supernumeraries who are paid by the city to do national party service.

NO CONFLICT WITH ANY PARTY.

It is obvious, therefore, that the Union cannot have any interests that conflict with those of a national party. This organization is made up of decent citizens of all opinions, all creeds, all occupations, standing on one platform—the demand for an honest and efficient city government. The

union found reason for its existence in the example of British municipalities, who, since their liberation from national party bondage in 1835 have experienced such remarkable development and who have been able to call into public service the ablest and best of their citizens. New York City is rapidly assuming a position as the commercial center of the world. In order that its people may be awakened to a proper sense of civic pride and patriotism—where the CITY and not the PARTY shall be the object of supreme interest—the municipal government must be elevated out of the slough of partisan politics.

ENTHUSIASM IN 1897.

The first publication of the purpose of the Citizens Union, on February 22nd, 1897, was received with widespread enthusiasm. Asking no man to abandon his party affiliations, the Union received the support of men of all political faiths. In April the Union sought to obtain an enrollment of 50,000 citizens to support it. By June over 120,000 were pledged to its candidate. On September 1st, in a convention at which all five boroughs were represented, Seth Low received the Citizens Union nomination for Mayor.

A BITTER CAMPAIGN.

The campaign that followed was one of the most fiercely contested in the history of the city. Four candidates, representing four considerable bodies, were in the field, and at the outset all circumstances seemed to favor the Union, which numbered in its ranks the most distinguished men of both great parties. But toward the end of the campaign, Henry George, the candidate of the Jeffersonian Democracy, died. This fact contributed materially, if not decisively, to the subsequent victory of Tammany. At the polls the Tammany nominee was elected, the vote being Van Wyck, 233,000; Low, 150,000, and Tracy (the Republican nominee), 100,000.

TAMMANY'S DEFEAT IN VICTORY.

This result, although a bitter disappointment at the time, revealed several important and reassuring facts: first, *the vote of the first two anti-Tammany candidates exceeded that of Van Wyck by nearly 20,000*, showing that a union of all forces opposed to Tammany could win; secondly, by demonstrating the possibility of defeating Tammany, it still more strongly emphasized the need of concerted action on all sides; lastly, it showed that the Citizens Union had at one bound become a powerful factor in municipal affairs. IN NINE MONTHS IT HAD GROWN STRONG ENOUGH TO SECURE SECOND PLACE AT THE POLLS.

TAMMANY'S MISGOVERNMENT.

Four years of Tammany government more than justified every principle for which the Citizens Union had fought, even in vain. Tammany having for its principles of administration the two phrases, "Work for your pocket all the time," and "To hell with reform," had gone about its business. The result was a source of pain and disgust to every decent citizen.

THE UNION KEEPS UP ITS WORK.

But the Citizens Union immediately undertook the task of redeeming the city from the Bosses into whose hands it had fallen. In 1899, after conferring with the Republican Party, a joint city ticket was agreed upon and presented. In 1900, the Republicans recognized in their platform the principles so earnestly advocated by the Citizens' Union, of separating local from national elections.

THE BEGINNING IN 1901.

In 1901, the Union once again began preparation for a mayoralty campaign. District organizations were perfected. In an enthusiastic convention in April, the Union appointed a committee of one hundred to assist in bringing about combined action against Tammany. A vigorous

platform, condemning the iniquities of the Tammany government and demanding specific improvements was adopted. After long conferences with representatives of the Republican County Committee, the Greater New York Democracy, the Brooklyn Democracy, the German-American Union, the German-American Municipal League of Manhattan, the Austro-Hungarian Anti-Tammany Association, the German-American League, the Independent Democracy and the German-American Reform Union, a city ticket was agreed upon, a ticket pledged to conduct the affairs of the city without regard to the issues of any political organization.

TAMMANY'S DOOM.

The campaign was bitter. Tammany, thoroughly entrenched and organized, left no expedient of corruption, misrepresentation, intimidation or ingenuity untried, in order to retain its power. The issue was very clearly drawn. It was concisely stated by the then Justice William Travers Jerome, who pointed at the handwriting on the wall: "Thou shalt not steal." The result was a triumphant endorsement of the principles of the Citizens Union. The vote was Seth Low (Fusion), 296,000; Edward M. Shepard (Tammany), 264,000.

NO CESSATION OF THE CAMPAIGN.

With a non-partisan administration securely in the City Hall, the Citizens Union realized that its work was far from being completed. Since 1901, the district organizations have been still further perfected, and every legitimate effort has been made to maintain the civic patriotism which brought about the result in that year. The Union has striven to uphold the hands of the present administration. It has not been blind to the fact that mistakes have been made. Nevertheless the Union maintains that Mayor Low has given the City "the best administration New York ever had."

ALIGNING FOR THE BATTLE OF 1903.

In the Spring of 1903, Mr. R. Fulton Cutting, Chairman of the City Committee of the Citizens Union, again invited the conferees of 1901 into consultation to make plans for preventing, if possible, the return of Tammany Hall to power. Several conferences were held. The feeling manifested in them was one of decided satisfaction at the progress of non-partisan city government. This sentiment was voiced in the following resolutions adopted unanimously at a conference on the evening of September 1st:

PROCLAMATION OF NON-PARTISAN SUCCESS.

RESOLVED, That the excellence of our city government, administered by officials chosen for capacity and character rather than party affiliations, has fully justified the non-partisan policy adopted by the parties to the Fusion of 1901.

RESOLVED, That we, the parties to Fusion in 1903, hereby reassert the pledges of the last municipal campaign, and declare our unalterable determination to deliver the city permanently from the scandalous misgovernment of Tammany Hall.

TO STAND ON THE RECORD.

Believing that the man who had accomplished the success of the Fusion administration to be the logical candidate to again lead the non-partisan forces to victory, the conferees at their meeting on September 9th voted to stand on the record which has been made and on the basis of that record to make an appeal for support to all good citizens. This action was subsequently ratified at the city convention of the Citizens Union held in Cooper Union on September 23. The convention adopted a platform (see page 151) unique among such documents in that it consisted mainly of specific statements of accomplished facts rather than promises.

FUSION'S PROUD RECORD.

"The Best Administration New York Ever Had."

SETH LOW.....Mayor.
CHARLES V. FORNES.....President Board of Aldermen.

Mayor Low promised that, if elected, the head of the City Government should be at the City Hall—not at a political headquarters. That promise has been kept. The Mayor's office has been accessible to the poor man and to the rich. It has been known that the Mayor was honest and that he would not tolerate corruption in any department of the administration.

THE MAYOR'S RESPONSIBILITY—AND CREDIT.

The Mayor's responsibility for the success or failure of an administration is unquestionable. He has the absolute power of appointment and removal. The credit, therefore, for selecting men who have administered the different city departments with marked success, belongs to him. The success of each of the heads of departments is, in effect, a part of the success of the Mayor. The total result may be thus epitomized: MAYOR LOW HAS GIVEN THE CITY WHAT IT NEVER HAD BEFORE—A REAL NON-PARTISAN ADMINISTRATION.

WATCHFULNESS IN ADMINISTRATION.

Mayor Low has been carefully watchful of the work of every department. He has effected co-operation between departments to their mutual benefit. Through the Board of Estimate he has sought to provide for the vastly growing needs of many departments and to insist upon economies where they could be effected. He has sought with success, without compromising his non-partisanship,

too, to keep the City and State governments in harmony, the two co-operating in many helpful—and unprecedented—ways.

REAL INTEREST IN OUTLYING BOROUGHES.

The Mayor has given more attention than his predecessor to the development of the outlying boroughs. The increasing needs of Brooklyn he has met with intelligence and liberality. He has given extraordinary attention to the great transportation problems of the city, and in the tremendous projects which have been authorized by his administration unprecedented zeal has been displayed in the protection of the city's franchise, rights. (See page 54).

CARE FOR THE CITY'S GREAT PUBLIC WORKS.

No previous Mayor has been more attentive to the needs of the Public School System. Under his leadership, the Board of Estimate has appropriated more for this purpose than in any similar period in the previous history of the city. The Mayor has especially insisted that there should be no delays in the important task of completing the Jerome Park Reservoir.

PROVISION FOR FUTURE NEEDS.

Mayor Low has diligently studied the needs of the city in the future. He has attempted to provide for these needs by undertaking important public improvements, such as the provision for adequate water supply, the building of a new municipal building, and the construction of a complete system of interborough communication.

GUARDING AGAINST HURTFUL LEGISLATION.

The Mayor has carefully considered bills passed by the legislature at Albany, and he has vetoed many of them. He secured, in addition, the passage of a number of bills of importance. Efforts were made to induce him to oppose a bill increasing the license tax on saloons. This

Mr. Low refused to do, giving his reasons in the following letter :

THE MEASURE A REVENUE BILL.

"I think the bill must be looked upon, primarily, as a revenue measure. It is evidently framed, not from the excise point of view, but from the point of view of increasing the revenues of the State. Let us examine it, first, therefore, from that point of view. The City pays, by direct taxation, about two-thirds of the State tax, and it also pays substantially two-thirds of the excise tax that is paid to the State. The State Excise Commissioner estimates that the excise tax now yields about \$12,000,000 all told, and that the new bill would yield \$18,000,000 all told. Upon this basis, the State would keep, under the present law, one-third, or, say \$4,000,000, out of the \$12,000,000, and under the proposed law, one-half, or \$9,000,000, out of the \$18,000,000. The City will pay two-thirds of the \$4,000,000, or \$2,667,000, and two thirds of the \$9,000,000, or \$6,000,000.

THE CITY DOES NOT SUFFER.

"The first thing to notice is that, if the State were to raise by direct taxation \$4,000,000, or \$9,000,000, the city would pay exactly the same sum in each case, by direct taxation as by this taxation. By the new plan, moreover, the city would keep, out of the sum paid in excise taxes, \$9,000,000, instead of \$8,000,000 as under the present law. The City, therefore, as a city, would not suffer, either directly or indirectly, by the proposed bill; because, although the State proposes to keep one-half of the collections instead of one-third, it proposes to take the same proportion of the total sum collected from all parts of the State. These figures, however, make it clear that the liquor traffic all over the State will be much more heavily taxed. This raises, in effect, the question of high license."

ABUSES CORRECTED IN BUREAU OF LICENSES.

The Mayor has corrected abuses in the Bureau of Licenses, a Bureau attached to his office. He has stopped the blackmailing of push-cart peddlers who are entitled to licenses. He has insisted that the law covering these licenses be obeyed and that only those who have taken their first naturalization papers have them.

TRANSPORTATION.

Extraordinary success in guarding against the City's future needs.

"We demand adequate communications between the boroughs by ferries, bridges and tunnels.

"We demand retention by the City of ownership in all its franchises, and no leasing of the same, except for short periods, so that the increase in value shall be for the people's benefit."—Citizens' Union Platform, 1901.

No contribution which non-partisan government has made to the well-being of the City of New York is of more vital and far-reaching importance than its provision for improved transportation facilities. Full fruition of the splendid efforts in that direction begun by Mayor Strong's Administration will soon be realized in the completion of subway No. 1. It was due to the persistence of the Strong Administration, aided by the Chamber of Commerce, that the building of the present subway was entirely removed from political interference. The formation of a non-partisan, non-salaried Rapid Transit Commission, which should have entire charge of the whole situation, was of greatest importance.

TAMMANY OBSTRUCTION.

It is no wonder then, that when this juicy plum was placed beyond the grasp of Tammany Hall that organization should have sought to block the whole project. Corporation Counsel Whalen, at Tammany's behest, faithfully delayed the execution of the Rapid Transit Contract for two years and a half after coming into office. It was only after the mandatory voice of an aroused public sentiment had made itself heard that Tammany Hall capitulated and allowed the work to begin.

TAMMANY INDIFFERENCE.

During the years 1898-1901, Tammany took almost no steps to cope with the pressing transit problems so vital to the city's growth. When Mayor Low came into office,

the situation was in a most unsatisfactory condition. The 3,632,000 population of Greater New York was increasing about 35 per cent. per decade. It was likely, therefore, that within ten years the population of the city would be close to 5,000,000 people. This remarkable growth in population was being attended by a still more remarkable increase of passenger traffic on the local transportation lines, the number of passengers having increased almost 100 per cent. in each of the past three decades. No provision was made, or even contemplated by Tammany, to meet this growth of population and passenger traffic with increased transportation facilities.

SEPARATION OF BOROUGHES.

Little had been done by the Tammany Administration to promote the homogeneity of the boroughs. Brooklyn, with its population of more than 1,000,000 people, still depended mainly on one bridge for communication with Manhattan. Intercourse with Queens was confined to two ferry lines. Richmond groaned under an antiquated ferry service. If all New York was to become one City, the Low Administration realized that it was essential:

1. To annihilate river barriers, and furnish a more ready means of intercourse between all the boroughs.
2. To provide a comprehensive system of subways, add to the facilities of existing surface and elevated lines, and give the greatest possible accommodation to the north and south traffic.

Astonishing success has been attained in the effort to provide these necessities. There are now authorized, or under way, no less than three great bridges, two tunnels to New Jersey and two to Long Island, and a municipal ferry line to Staten Island.

BROOKLYN SUBWAY TO SOUTH FERRY.

By way of annihilating river barriers, the Administra-

tion has contracted for a subway from South Ferry to Brooklyn. This is now planning at an expense to the city of \$5,000,000 less than the actual cost of construction. The new contract is upon much better terms for the city than the Manhattan subway. This subway will provide quick communication between lower Manhattan Island, Brooklyn City Hall, and the Brooklyn station of the Long Island Railroad.

PENNSYLVANIA TUNNEL.

A monumental advance was the provision for a tunnel which should at once unite Manhattan Island with New Jersey and Long Island. Encouraged and fostered by this administration, the Pennsylvania Railroad is now spending \$50,000,000 in an enterprise probably without parallel in the history of transportation. This undertaking will give enormous employment to labor, contribute vastly to building up the city's trade, and bring the whole of Long Island into intimate relations with Manhattan Island.

ENCOURAGED BY LOW ADMINISTRATION.

In negotiating for this extraordinary enterprise, Mayor Low's Administration, has jealously protected the rights of the city. It was insisted that the franchise should be granted only to a New York corporation. A system of arbitration of labor disputes was provided. Large compensation to the city was insured, and it was arranged that the city shall derive a benefit from the increasing value of the franchise by the provision that the rental shall be re-appraised every 25 years.

TAMMANY OPPOSITION.

Tammany influences in the Board of Aldermen, learning that the Pennsylvania Railroad intended to seek this franchise without paying any political tribute, sought to obstruct the granting of the contract. Mayor Low, however, took the matter in hand, and his perseverance and

diplomacy alone probably prevented the railroad from carrying out what was at one time its intention to drop the whole scheme.

TROLLEY TUNNEL UNDER NORTH RIVER.

This administration has authorized the building of a second tunnel for trolleys under North River, to terminate near West Tenth street, Manhattan. Mayor Low having insisted upon the point, the city is protected against the transfer of this franchise to another corporation without consent of the municipal authorities. Had similar provision been made in former years, it would not now be so difficult to control operating companies ensconced behind holding and leasing corporations. This subway will be of extreme importance in bringing Jersey City and New York into closer business relations.

EAST RIVER BRIDGE PUSHED.

Still more completely to remove the river barrier between Manhattan and Long Island, this administration has worked most insistently to secure the rapid completion of the new East River Bridge, which is to connect Delancey street, Manhattan, with Williamsburgh, and—thanks to Commissioner Lindenthal's strenuous efforts—this structure will soon be opened to traffic.

BLACKWELL'S ISLAND BRIDGE HURRIED.

The administration has put spurs into the previously lagging work on the Blackwell's Island bridge, which is to connect Manhattan and Astoria, and exceptional progress has been made on the foundations for this structure. Commissioner Lindenthal has made great improvements on the plans for the structure which will make it not only more beautiful in appearance, but of a much greater capacity and convenience.

TAMMANY "HOLDS UP" MANHATTAN BRIDGE.

A Tammany coalition in the Board of Aldermen in the

summer of 1903 held up the rapidly progressing work on the new Manhattan Bridge, to be built just north of the present Brooklyn Bridge. It was shown that the plan of eye-bar cables proposed by the Board of Estimate would save the city some \$3,000,000, but in the hope that Tammany would be returned to power in 1904, thereby enabling the new administration to place this contract in the hands of the Roebling Company—one of Tammany's pets—this coalition was obdurate in its refusal to authorize the necessary bonds to hurry forward work on this important public improvement. Considerable progress has nevertheless been made on the piers, and as soon as the necessary bonds are voted, the construction of the suspended span can proceed.

NEW YORK'S PECULIAR TRANSPORTATION PROBLEM.

Fully to realize the meaning of these improvements, it must be borne in mind that the great fact upon which all calculations as to the transportation problem of New York depend is not the number of people to be carried in a year or a day, but the number to be carried in one hour in one direction. To that part of the city between 23rd street and the Battery the heavy stream of traffic flows in the morning, ebbing again at night.

250,000 PEOPLE TO MOVE IN ONE HOUR.

The amount of the rush hour travel from the business district is estimated as follows: 1. To the northward by all elevated and surface lines, 142,000 or 56.8 per cent. of the total. 2. To Long Island and Staten Island by bridge and by ferries, 64,000 or 25.6 per cent. 3. To New Jersey by ferries, 32,000, or 12.8 per cent. 4. To Local Manhattan, east and west points, not included above, 12,000, or 4.8 per cent. This makes an average total in the maximum hour of about 250,000.

Ten years hence, with a population in the metropolitan district of probably 6,000,000, and a possible daily passen-

ger travel of 8,000,000 for Greater New York, it is likely that the number of people seeking quick transit from the business district between five and six o'clock in the afternoon will be 500,000 instead of half that number, as now.

HOW IMPROVEMENTS MEET THIS.

The additional transit facilities now being constructed, and probable hourly traffic capacity in one direction, are as follows:

Manhattan Bridge, No. 2, East River.....	92,600
Williamsburgh Bridge, No. 3, East River.....	63,800
Blackwell's Island Bridge, No. 4, East River.....	63,800
Brooklyn Rapid Transit Tunnel, East River.....	19,200
Pennsylvania-Long Island Tunnel, East River.....	38,400
East River Total.....	277,800
Pennsylvania Tunnel, North River.....	19,200
New York and New Jersey Tunnel, North River.....	19,200
Hudson River Total.....	38,400
Municipal Rapid Transit, Subway No. 1.....	43,000

CONVENIENCE FOR LONG ISLAND.

It will be observed that the Long Island traffic has been amply provided for. The additional bridges and tunnels across the East River with the present bridge will provide a maximum hourly carrying capacity in one direction of 317,800 against an average "rush hour" across East River traffic at the present time of only about 60,000.

GENERAL IMPROVEMENTS.

It alone remains, then, to provide still greater facilities for the ever-increasing traffic up and down Manhattan Island. The administration early observed that the present subway would not supply the needs. Mayor Low urged, therefore, that the preparation of a comprehensive plan of underground transportation for the whole of Manhattan Island and the Bronx. The Mayor has insisted that the granting of further contracts be suspended

until new laws can be drafted, enlarging the powers of the Rapid Transit Commission, and removing the necessity that the Interborough Company shall have all future contracts. The Mayor has been most active in his effort to protect the city against an underground transportation monopoly and yet provide adequate transit facilities for every portion of Manhattan and the Bronx.

IMPROVEMENTS IN STREET RAILROADS.

The Manhattan Elevated Railroad system has availed itself of the progressive attitude of this administration to make extensive improvements upon its lines. This road is now arranging to make alterations to various stations, to the great convenience of the public.

Realizing that it would receive fair treatment and that no tribute to party bosses would be extorted, the Metropolitan Street Railroad has made haste under the Fusion administration to effect great improvements in its equipment, substituting electricity for horse power on all its cross-town lines.

A new street railroad has been authorized to lay tracks in the Borough of the Bronx, and it is likely that it will contribute materially to the development of the section around Riverdale.

NEW YORK CENTRAL IMPROVEMENTS NEEDED.

Of transcendent importance are the improvements fostered and authorized by this administration in the New York Central railroad terminal. A few days after Mayor Low took office, the disastrous Park avenue tunnel collision brought into startling prominence the fact that for years this tunnel had been criminally neglected. The millions using the passageway every year had endured stifling fumes and been subjected to the dangers of inadequate signal facilities. Yet the City government had paid no attention to the peril. Tammany Health Boards, though endowed with ample powers, had held aloof from interference with suspicious care.

JEROME AND LOW FORCE ISSUE.

But, immediately following this accident, District Attorney Jerome and Mayor Low brought imperatively to the ears of the railroad company the voice of an outraged and long-suffering public. Promising co-operation in every way, the Fusion administration insisted that something should be done and done immediately. The result was that in a few months a plan of improvements of extraordinary magnitude was agreed upon. Work is now in progress, and will be completed within five years.

ALTERATIONS UNDERTAKEN.

These alterations involve the complete change of motive power from steam to electricity, for all trains for 35 miles beyond 42nd street. All suburban traffic will be handled by electricity. The terminal station will be enlarged and provided with every modern convenience and facility. Tracks in Park Avenue will be depressed, making possible the removal of the bridges and the opening of the cross streets from 47th to 57th, thereby vastly increasing the value of real estate in that section.

STATEN ISLAND FERRY.

When this administration came into power it found that the residents in Staten Island had for decades been forced to rely upon an unsafe, insufficient and antiquated ferry service. Mayor Low took up the problem very early in his administration. In his first annual message to the Board of Aldermen, he urged that something should be done to provide ample ferry service for Richmond Borough.

It was realized that the present ferry franchises were to expire in June, 1904. The railroads owned the ferry slips in Staten Island and, under the Charter, the City had no power to condemn these slips and operate its own ferry. The railroads, therefore, held the key to the situation, and were prepared to demand that their fran-

chises be renewed. The Citizens Union, however, procured the passage in the legislature of a bill permitting the city to condemn necessary slips in Staten Island and to own and operate ferryboats of its own. The Mayor very cordially co-operated in this plan, and at his urging, the Sinking Fund Commission authorized the expenditure of \$3,250,000 for this purpose, and the plans for this undertaking are now being prepared. This will be a most interesting experiment in municipal ownership.

NO POLITICAL TRIBUTE.

In view of the requirement that the consent of the city authorities shall be secured in both small and great enterprises of the kind here named, and in view of Tammany's notorious method of dealing with corporations seeking city privileges, does it not seem more than a coincidence that all of these great corporations should concentrate their efforts to begin such tremendous improvements during an administration which was known to be occupied solely with the interests of the city and not with the interests of a political ring? Shrewd business men see that non-partisan government, without "pull" or "graft" is no exception to the rule that "a good principle works well in all directions."

THE BUDGET AND THE CITY DEBT.

A comparison of Tammany Recklessness and Fusion Care and Foresight.

An administration is entitled to be judged upon the basis of (1) what it spends, and (2) what it gets for the city's money. A careful analysis of the handling of the city's finances by the Fusion administration will reveal the very great advantage the city of New York has enjoyed in having those finances administered honestly and intelligently.

The increasing cost of Tammany administration is to be observed in these figures:

TAMMANY APPROPRIATIONS.

1898.....	\$77,473,084.77
1899.....	93,520,082.03
1900.....	90,778,972.48
1901.....	98,100,413.43

Here there was an increase of 30 per cent. in four years. In raising these appropriations Tammany placed a large number of city employees on the Civil Service list, which the new administration found it impossible to change. That the problem of the budget was approached, however, with the definite determination to effect economies may be realized from these figures:

FUSION APPROPRIATIONS.

1902.....	\$98,619,600.88
1903.....	97,110,031.10
Decrease	<u>\$1,509,569.78</u>

But the Board of Estimate has not only control over the budget, it has in its hands the management of bond issues. Tammany's reckless handling of the public debt may be observed by comparing these figures:

THE CITY DEBT UNDER TAMMANY.

Net Funded Debt, December 31, 1897, Greater New York	\$230,437,022
Net Funded Debt, December 31, 1898, Greater New York	245,095,835
Net Funded Debt, December 31, 1899, Greater New York	252,668,435
Net Funded Debt, December 31, 1900, Greater New York	277,617,770
Net Funded Debt, December 31, 1901, Greater New York	298,862,743
Increase in Four Years	68,415,721

TAMMANY'S BOND ISSUES.

Tammany's total bond issues aggregated \$142,300,944, of which only \$12,000,000 was for the Rapid Transit Railroad. Altogether, Tammany issued \$103,526,601 of bonds which produce no revenue. This was about 72 per cent. of the total. And of non-revenue producing bonds issued by Tammany it should be remembered that few of them were for public schools. (See page .) As to the actual value received for the money spent by Tammany it is notorious that most of the contracts went to favored politicians and that the city got small returns for its payments.

WHERE THE MONEY WENT UNDER TAMMANY.

The total bond issues of Tammany in 1900 were \$39,133,534, of which only \$1,000,000 went to Rapid Transit. The total bond issues of Tammany in 1901 were \$42,694,312, of which only \$11,000,000 went to Rapid Transit.

THE DIFFERENCE UNDER FUSION.

The total bond issues of Fusion in 1902 were \$33,874,266, of which \$12,500,000 went to Rapid Transit and \$2,800,000 (\$8,000,000 authorized) for schools. Tammany issued self-sustaining bonds for improving the docks in 1901, amounting to \$2,450,000. Fusion, in 1902, authorized self-sustaining bonds for the same purpose amounting to \$6,000,000.

IMPROVEMENTS IN 1903.

The total bond issues of Fusion from January 1st, 1903, to August 1st, 1903, were \$37,759,253. Of this amount \$743,000 for improving parks, \$1,500,000 for repaving streets, \$4,500,000 for docks (self-sustaining), \$5,998,500 for Rapid Transit (self-sustaining), \$3,223,501 for water supply (self-sustaining), \$500,000 for new building for college of the city of New York (saving \$25,500 annual rent), \$322,000 for public baths, \$3,413,000 for bridges. During this time \$6,900,000 were authorized for schools.

SMALL NET INCREASE UNDER FUSION.

The actual condition of city debt under Fusion may be thus observed:

Net Funded Debt, January 1, 1902.....	\$298,862,743
Net Funded Debt, January 1, 1903.....	311,760,474
Net Funded Debt, August 1, 1903.....	325,091,526

Total increase, January 1, 1902, to August 1, 1903	\$26,228,782
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COLER'S CONSTANT WAIL.

In comparing bond issues of Tammany with those of Fusion, it should be borne in mind that Comptroller Coler was constantly complaining of the constitutional debt limitation, and that Tammany was all the time as close to the limit as it could possibly go.

SMALLER BURDEN ON FUTURE BUDGETS.

It should be borne in mind, too, that for every \$1,000,000 of bonds issued, an annual interest charge of \$35,000 and a sinking fund charge of \$9,000 (to redeem the debt at maturity) are added to the budget. In reducing the issues of non-revenue-producing bond issues, the Fusion administration thus relieved to that extent every future budget for the next fifty years.

REDUCING AMOUNT OF TAXES TO BE LEVIED.

The reduction of \$1,500,000 in the annual budget for 1903 as compared with 1902 speaks for itself as a relief

from taxation. The amendment to the sinking fund laws devised by Deputy Comptroller James W. Stevenson added \$8,500,000 to the general fund as a further relief for taxpayers. A reduction in the State tax added to these other amounts makes the amount to be raised by taxation in 1903 more than \$10,000,000 less than the amount necessary in 1902 or 1901 (under Tammany).

HOW TAXES ARE REDUCED.

The net effect of the reduction of the budget and the passage of the sinking fund law is thus obtained:

Budget for 1902.....	\$98,619,600
General Fund	11,396,711
	<hr/>
Amount to be raised by taxation.....	\$87,222,889
Budget for 1903.....	\$97,119,031
General Fund, etc.....	12,765,304
Sinking Fund rebate.....	8,500,000
	<hr/>
Total reduction	\$21,266,304
Amount to be raised by taxation.....	\$75,853,727

THE NEEDS OF THE CITY.

In this connection a quotation from a recent address of Comptroller Grout is very timely:

"The grand total of municipal expenses always has grown, and in the future it will continue to grow, and, in the face of unrepeatable legislation, fixing salaries of policemen, school teachers, firemen, street cleaners, and many other city employees, legislation which in the main ought not to be repealed, if we would keep this army of employees out of politics—economical and proper administration of the city will never prevent this growth of expenses. It can only restrict it within proper limits."

WHAT THE TAX PAYER DEMANDS.

"This city has every year a hundred thousand more people in it, puts up a hundred million dollars' worth or more of new buildings, opens and improves several miles of new streets, with as many miles of water pipe, sewer pipe and lighting, and has twenty thousand more children to teach, and it therefore absolutely needs hundreds more school teachers, policemen, firemen, street cleaners, clerks and other employees each year to care for these increased requirements. What the taxpayer wants is that such expenses should not grow faster than the city and its taxable property and earnings grow."

THE TAX RATE.

The tax rate is obtained by dividing the assessed valuation of the city's property by the amount necessary to be raised by taxation. It is obvious that the amount to be raised is the important element, and that the quotient—the tax rate—will go up or down with the divisor. Assessments of real and personal property in the districts comprising New York were \$2,885,124,972 in 1897 and \$3,787,970,873 in 1901, an increase of \$902,845,901 in four years. The assessments of realty alone increased from \$2,464,349,677 in 1897 to \$3,237,778,261 in 1901. In this time the tax rate in Manhattan increased, notwithstanding the greatly increased valuation, from \$2.01 in 1898 to \$2.31 in 1901. The assessments of realty in all the boroughs in 1902 was \$3,079,351,079 and the tax rate was \$2.27 in Manhattan and the Bronx, and \$2.35 in Brooklyn.

THE "FULL VALUATION" PLAN.

The present administration found that the assessments of real estate values in this city had been very unequal, and that the assessments had been made at a figure approximating 67 per cent. of the market value. The charter expressly requires the deputy tax commissioners to assess all taxable property, "giving, in their judgment, the sum for which said property under ordinary circumstances would sell." In other words, ordinary sales value, and neither speculative nor forced sales value, is the measure which the law clearly imposes. It does not convey nor allow any discretion to do anything else. The deputy commissioners, whose duty it is to assess property for the purpose of taxation, must, as a condition precedent to the revision and confirmation of an assessment, make an affida-

vit that the values shown upon an assessment roll are the full values of the property assessed.

The old plan was manifestly unfair. If a man's property was assessed at a different proportion of its true value than that of his neighbor, the legal procedure necessary to protect himself was long and tedious. The full valuation plan taxes land and improvements separately, and by consulting the records a man can easily ascertain if any discrimination against him has been made, and, if so, correct it.

The old plan was particularly injurious to the city's interests. The constitution permits the contraction of debts not exceeding 10 per cent. of the assessed valuation of real estate. The old plan thus gave to the city less than 70 per cent. of the benefit the constitution clearly intended it should have.

OBJECTIONS TO THE NEW SYSTEM.

Many objections were urged against the proposal to tax property at its full valuation. The main objections were these:

It was urged that as New York has to pay its proportion of any direct State tax, an increase in its scale of assessment without a corresponding increase throughout the State would entail an added burden upon the city. The answer is that the State Board of Equalization makes its assessments according to the average percentage of valuation enforced throughout the State, which is about 75 per cent. Thus, New York County's valuation, being much below the average percentage, had \$133,305,966 added to its assessment valuation in 1902, while Queens County, which had enforced an 80 per cent. assessment, had its assessment valuation reduced \$12,490,402. It is fair to assume that in 1904 the State Board will reduce the assessment valuation of this city in due proportion.

It was argued that the new system would invite extravagance in the laying up of bonded indebtedness for

future generations to meet. That by no means follows. An authorized bond issue must be approved by so many independent authorities, and must be subjected to such open publicity that it is extremely difficult to indulge in reckless extravagance through increases in the public debt. Every bond must find its authority in some explicit law. It must be agreed to by the Board of Estimate and also by the Board of Aldermen. An administration bent on corruption will have abundant opportunities in a budget of nearly \$100,000,000 without inviting public outcry by large and unnecessary bond issues.

It was argued that the proposed plan would reduce the burden on personal property and increase that on realty, inasmuch as the assessment of realty will be increased and there will be a reduction in the rate assessed on personalty. As a matter of fact, the amount of taxable personalty is comparatively small, and seems to be decreasing all over the State. It is a notorious fact that a large number of wealthy citizens have removed their legal residence to other States to avoid our personalty tax. If, by assessing realty at its true value, and by effecting economies in the public administration, the tax rate can be reduced to a percentage not much, if any, greater than that of the suburban places to which men of great wealth have removed, is it not fair to assume that these removals from New York will cease and that many who have removed will return? If this should prove true, the amount of taxable property would be largely increased and the burden upon all taxpayers proportionately lessened.

ADVANTAGES OF THE PLAN.

As against the objections urged, many weighty reasons in favor of the new system were presented. An increase in the borrowing capacity of the city was absolutely necessary if many indispensable public improvements were to be made.

It was believed that as, under the new system, unimproved real estate would have to bear its full burden of taxation there would be a decrease in the tax upon dwelling property and a consequent reduction in rents. This requirement that unimproved property should bear its full burden would also act as a powerful incentive to building, thereby giving employment to labor and increasing the wealth of the community.

THE EXPLICIT LAW OBEYED.

The Fusion administration decided simply to obey the law. The assessments for 1903 were accordingly made, and the total realty of the city was assessed at \$4,751,532,-826, an increase of \$1,420,885,247 over 1902. The budget for the year 1903, being actually less than for 1902, the factors which so greatly reduce the 1903 rate could be ignored, and on a basis of the valuations of 1902, which were established in 1901 by the Van Wyck administration, the tax rate for 1903 would still be less than that of 1902. Under the new system of valuation, however, the rate for the different boroughs was fixed as follows, as compared with 1902:

	1902.	1903.
Manhattan	2.273	1.413
Bronx	2.273	1.413
Brooklyn	2.353	1.489
Queens	2.318	1.475
Richmond	2.336	1.496

THE RESULT.

As a result of the new plan and the reduced rate, the burden of taxation has been fixed with greater justice than ever before in this city. The total tax payments on real estate for the different boroughs for 1902 and 1903 are as follows:

Borough.	1902.	1903.	Reductions.
Manhattan	\$53,000,000	\$49,248,000	\$3,752,000
Brooklyn	15,200,000	12,715,000	2,285,000
Bronx	3,490,000	3,490,000	
Queens	2,400,000	1,825,000	575,000
Richmond	880,000	645,000	135,000
Total	\$74,970,000	\$67,923,000	\$6,737,000

It is evident at once that the prophecies that the new assessment scheme would weigh heaviest upon Manhattan Borough, that is, that it would pay a larger proportionate share of the taxes than ever, is not borne out by the facts. Richmond Borough is the chief gainer from this reduction and next comes Queens, with a reduction of 29 per cent. Thus, the outlying sections, the chief complainants against the injustice of consolidation, have profited most from the change.

THE EFFECT ON TENEMENTS.

But the new plan has many incidences which will eventually assert themselves most strongly in benefits for the poor and small householders. Many tenement landlords on the East side took advantage of the increased assessment to raise their rents. There were numerous complaints. Comptroller Grout accordingly had an examination made of the exact effect of the new tax on tenement properties.

For purposes of this inquiry an indiscriminate selection was made of 2,164 parcels of land, distributed throughout Manhattan Borough; parcels used only as tenements, and only those properties where the character of the improvements on the land was about the same in 1903 as in 1902.

It was found that of the 2,164 tenement properties included in the compilation, 1,869 showed a decrease in the amount of taxes to be paid in 1903, as compared with the taxes of 1902. In only 295 instances, or 13 6-10 per cent. of the whole number of properties dealt with, will there be increases in this year's tax bills.

The total amount of the 1902 tax bills on the 2,164 parcels under consideration was approximately \$733,060.14, while the tax bills for 1903 will be approximately \$657,948.38, representing a net saving of \$75,111.75 in money to the owners of the properties, or a reduction of about 10 per cent.

A further analysis of the tax bills shows that, of the 295 properties where the amount of taxes for 1903 would appear to exceed that paid in 1902, there are few cases where the excess will be over \$50. The extent of the increase will be seen from the following statement:

	Number of Parcels.
Increase less than \$5.....	56
More than \$5 and less than \$10.....	50
More than \$10 and less than \$15.....	29
More than \$15 and less than \$25.....	67
More than \$25 and less than \$35.....	37
More than \$35 and less than \$50.....	30
More than \$50 and less than \$75.....	21
More than \$75 and less than \$100.....	4
More than \$100 and less than \$200.....	1
Total	<hr/> 295

An examination of the total taxes to be paid by sections in Manhattan Borough in 1903 shows still further in how great degree the new system has tended to equalize the burden of taxation. The greatest assessment increase in the entire city is found in the section which extends from Third to Ninth avenues and from Fourteenth to Sixtieth streets. It includes the Tenderloin, the retail shopping sections, the uptown office district, the high class residential population of Murray Hill and Fifth avenue.

In only one section of the borough are the total tax payments more in 1903 than in 1902—that on the east of Central Park, which includes the "Millionaires' Half Mile" and the highest priced and residential property in the world.

THE LEGACY OF THE ADMINISTRATION.

The complete refutation of the argument that, at least under this administration, the new assessment would invite extravagant bond issues is the fact that although the increased valuation enlarged the city's debt incurring capacity by \$143,000,000, the Fusion administration has proceeded most cautiously in the issuance of bonds. Comptroller Grout made this announcement on July 25th,

1903: "When the new administration comes into office next January, whether it be a succeeding Fusion administration or Tammany, it will have at its disposal a leeway for issuing bonds to the extent of \$100,000,000, or a greater legacy than ever before has been left by an administration relinquishing the reins of government. When the present administration came into office January 1st, 1902, the debt limit was so nearly reached that approximately \$20,000,000 of bonds was all that could be voted for all purposes. Although we now have an immense leeway, the utmost conservatism will mark the bond issues of the administration for the remainder of its term."

HONEST POLICE.

What "The System" Was—How Tammany Insolently Refused to Destroy It—How Fusion Has Restored Efficiency and Decency to the Whole Force.

One thing above all others was demanded of the Fusion administration: *That it redeem the Police Department.* This demand has been fulfilled with astonishing success. The people of the city now know that the heads of the Police Department are absolutely honest. They know that there is no compact between the police and violators of the law. They know that corruption and blackmail are no longer tolerated. They know that the energies of the department are now directed toward the protection of life and property and the honest enforcement of all the laws. The people now respect the police force, and, more than ever before, the men respect themselves.

THE ACME OF TAMMANY VILENESS.

No city administration ever had a more difficult task than the reorganization of the New York Police Force. The management of this department was the crowning insolence of the Van Wyck administration. This was the administration which had floated into power on a campaign fund largely replenished by the corrupt elements of the community, the fund to which Timothy D. Sullivan and Percival Nagle boasted that they contributed thousands of dollars. It was Richard Croker who had raised that fund. It was he who had promised that the town should be "wide open." It was he who, early in the Van Wyck administration, directed the Mayor to so constitute the "bi-partisan" Police Board that Chief John McCullagh should be deposed and that William S. Devery should be installed to direct Tammany's nefarious business.

THE DEPARTMENT DEGRADED.

Devery was a prince of grafters. Once dismissed from the department for corruption, the courts had reinstated him on a technicality. He had been indicted five times for failure to suppress disorderly houses. This was Tammany's selection as head of the police. Under him vice held high carnival in New York. The right to violate almost any law was regularly peddled. Blackmail flaunted itself before the public eye.

ALL TAMMANY HONORS DEVERY.

Devery himself was held in greatest honor. At the time when decent citizens were expressing extreme disgust at Devery's prostitution of the police force for his vile ends, Richard Croker proposed and John F. Carroll seconded his name for membership in the Democratic Club. Mayor Van Wyck capped the whole proceeding by declaring, "Devery is the best Chief of Police New York ever had!"

THE VICTORY OVER "DEVERYISM."

It was Devery and Deveryism that the public voice commanded Mayor Low to destroy at once. So on the first day of the new administration Devery's official head, together with that of the Tammany Commissioner, Murphy, rolled upon the ground. Col. John N. Partridge was made Commissioner, and the difficult task of actual reform was begun.

STRONG MEASURES DEMANDED.

In the year he was in command, Col. Partridge was not a complete success. He was not drastic enough. Some progress was made under him, but not such as the people demanded. So on January 1st, 1903, Gen. Francis V. Greene became Commissioner. Immediately a new spirit came over things.

WARDMEN, THE KEYSTONE OF "THE SYSTEM."

The Commissioner sought at the very start to cut the cords which bound together the "system" of blackmail.

These cords were the *wardmen* of the various precincts, who generally acted as collectors for the captains. It was *Wardman* Bissert, of the Fifth Street Police Station, who was convicted of blackmail and sent to State's prison for "protecting" Mrs. Lena Schmidt in the conduct of a disorderly house on Stuyvesant street in September, 1900. Captain Diamond, Bissert's commander, was later convicted of neglect of duty on the same evidence.

WARDMEN, AGENTS OF INSPECTORS.

It was *Wardman* Bissert, too, who, when Inspector Cross was on trial in March, 1903, for neglect of duty in 1901, said that the inspector had told him, when certain warrants were issued "if they (the disorderly places) were 'right,' to tip them off." *Wardmen* Burke and Nesbit were removed for tipping off raids. It was *Wardman* Edward Glennon who was Devery's agent in the Tenderloin, and who was convicted of neglect of duty in permitting the disorderly house of Laura Mauret, on Thirty-fourth street to keep open. One of the witnesses against Glennon was James McAuliffe. A FEW DAYS AFTER HE TESTIFIED HE WAS FOUND, APPARENTLY MURDERED, ON THE STREET, HAVING JUST EMERGED FROM A NIGHT IN THE WEST FORTY-SEVENTH STREET POLICE STATION, WHERE HE HAD BEEN PLACED ON A CHARGE OF INTOXICATION.

THE WARDMEN BANISHED

One of General Greene's first orders sent every one of the 306 wardmen back to patrol duty, and transferring them to precincts separated by a considerable distance from those in which they had been serving, with positive instructions that not one of them should be given a detail of any kind whatever for a period of ninety days.

HONEST MEN GET A CHANCE.

At the end of the ninety days those who were efficient

and upright and were especially qualified for detective work were allowed, on the applications of captains, to be again detailed as wardmen, but not in any precincts where they had served during the preceding five years or with any captain with whom they had served during the same period.

SYSTEMATIC BLACKMAIL BROKEN UP.

Systematic and organized blackmail was thus broken up. While probably there still exists sporadic cases of blackmail on the part of individuals, **THE "SYSTEM" IS DESTROYED.** NO CAPTAIN CAN PROMISE PROTECTION BECAUSE HE IS LIABLE TO BE TRANSFERRED AT ANY MOMENT, AND LAW-BREAKERS ARE NOT WILLING TO PAY WITHOUT RECEIVING A CONSIDERATION IN RETURN FOR THEIR MONEY.

LET THE INSPECTORS INSPECT!

On this first day of General Greene's term another order was issued which fairly startled the force. It was that the inspectors should inspect. This step was to obtain proper organization. From the senior inspector was chosen one to command the entire uniformed force, subject to the control of the Commissioner and removable at his will, with none of the statutory powers of chief of police.

BOROUGH INSPECTORS CREATED.

Two borough inspectors were appointed, one to be in command of the force in the boroughs of Manhattan, the Bronx and Richmond, with offices in Police Headquarters, and another in command of the boroughs of Brooklyn and Queens, with offices in Smith street, Brooklyn. The eleven district inspectors were ordered to have their offices in the midst of the district in which their men were serving, in order that they might become personally familiar with the men and with the conditions existing within their commands. Before this all the inspectors had their offices

either in Mulberry street or Smith street. Some of them were from twelve to fifteen miles distant from the districts for which they were responsible.

HOW CAPTAINS HAD SHIFTED BLAME.

Under the old régime Headquarters was satisfied if a captain furnished a monthly list of "suspected places"—disorderly houses and gambling resorts. If he were charged with neglect of duty he could fall back on this report, and state that he had been unable to obtain evidence.

GREENE MAKES THEM RESPONSIBLE.

This did not satisfy General Greene. He dispensed with the nice little formality of the lists, but *he required the captains to show what steps they had taken to enforce the law.* He went even further—he placed upon the district inspector the responsibility of certifying to the accuracy of the reports presented by the captains. This put the matter up to the commander of the district. The inspector was liable to be brought up on charges of neglect of duty if he did not see that his captains were doing their work. **THE CAPTAINS HAD TO BE SURE THAT THEIR OWN PRECINCTS WERE ABOVE REPROACH.**

IMPROVING POLICE SERVICE.

Having thus struck two heavy blows at the "system" of "Graft," General Greene undertook to make the Detective Bureau efficient. He consolidated the Manhattan and Brooklyn Bureaus, placing the whole detective system in command of an inspector. The officer first selected for this post either could not or would not get the evidence which the Commissioner directed that he get against gambling houses.

POLICE HAD PROTECTED GAMBLERS.

The Fusion forces were particularly insistent that gambling houses should be suppressed, not so much with the

idea of really stopping gambling, but to break up absolutely the corrupt relationship between gamblers and the police. That such a relationship existed was unquestionable. Soon after Devery had assumed command of the police force there had arisen the star of Frank Farrell, poolroom magnate, head and front of the "Gambling Syndicate," and brother-in-law of the Chief of Police himself. On March 7th, 1900, the New York Times published an account of the "Gambling Syndicate," which handled the revenues from gambling houses, collecting in this way a sum estimated at more than \$3,500,000 annually. The March Grand Jury took up the matter, and found more than forty indictments for gambling.

GRAND JURY ON POLICE COLLUSION.

After three weeks study of the relations between vice and the police, the Grand Jury had this to say:

"The root of the evil is not so much in the gambling or pool-selling or policy-playing, or in the disorderly resorts, as it is in the system of police administration, which, either blindly or corruptly, permits open and flagrant violations of the law to go unpunished and unchecked. The inference is unavoidable that the neglect and the blindness (under the present police system) are due, not to a lack of intelligence or of knowledge, but to some direct interest in the maintenance of these places."

WHAT CROKER'S VICE COMMITTEE SAID.

As a sop to the aroused public indignation of 1900, Richard Croker appointed a Committee of Five, with Lewis Nixon as chairman, to "investigate" the relations between police and vice. Most of the report was never published, but in the censored edition issued March 26, 1901, appeared these conclusions:

"The gambling situation is in control of the police, as, according to the statements of all captains or their representatives, who came before us, no continued gambling could go on at any place in their districts without their knowledge."

THE COMMITTEE OF FIFTEEN'S WORK.

In 1901 the raids of the Committee of Fifteen (appointed by the Chamber of Commerce) established the

fact that warnings were sent out from police stations to places which were to be assailed. The raids resulted in some forty indictments against gamblers, several of whom jumped their bail rather than face trial, and they demonstrated the willful neglect and unwillingness of the Commissioner of Police to use his power against gambling places favored by the "Combine." It was proved by the Society of Prevention of Crime that there was a regular system of "tips" to threatened gambling houses sent from Police Headquarters.

PRIVATE DETECTIVES GET EVIDENCE.

It was this connection between gambling houses and the police that Commissioner Greene sought most strenuously to sever. When he found that Inspector Brooks could not get the evidence demanded, the Commissioner employed detectives from out of town, and obtained the evidence himself. The Commissioner having done this and having shown that it was possible to get the evidence, promptly removed this inspector and appointed another in his place.

DETECTIVES NOW DETECT.

Under the new Chief of Detectives the bureau has greatly improved in efficiency, gambling houses have been largely closed, gambling has been reduced to a minimum—probably less than at any time in a great many years—and detective work in murder and burglary cases has been of excellent character

Out of twelve cases of homicide which have been reported during the present management of the detective bureau, in eleven cases the man who did the deed has been apprehended.

GETTING RID OF THE CROOKS.

The Commissioner next set about ridding the department of crooks. He suspended every officer who was under charges. This was in great contrast to the methods Devery had used in the case of Capt. Andrew J. Thomas,

for example, who was indicted in 1900 for failing to suppress vile resorts in his precinct. The indictment was characterized by Devery as "nonsense," and he refused to suspend Thomas pending trial.

THE WAY OF THE TRANSGRESSOR.

An extraordinary number of trials of delinquent officers have been held. Many policemen, knowing that their records were under the microscope, preferred to retire. As a result of the whole Fusion administration, the department has been rid of the following commanding officers, in addition to numerous subordinates:

DISMISSED.

Inspectors.

Adam A. Cross,

Donald Grant.

Captains.

John T. Stephenson,
Hugh Fitzpatrick,
Michael Devanney,

D. C. Moynihan,
John Reardon,
James Gannon.

RETIRED.

Inspectors.

Walter L. Thompson,
John H. Grant,

John J. Harley,
Elias P. Clayton,
John Brennan.

Captains.

Watson Vredenburg,
George S. Chapman,
A. J. Allaire,
T. F. White,
W. R. Haughey,
J. J. Delaney,
John E. Colgan,
T. S. Copeland,
P. H. Leavey,
John Mara,
Stephen E. Brown,
Wm. J. Burford,
Edward Walsh,

William Gregory,
James K. Price,
William Thompson,
Michael Sheehan,
Anthony S. Woods,
Timothy J. Creeden,
Edmund Brown,
James Ennis,
James Donovan,
John W. England,
Andrew J. Thomas,
Edward A. Gaus,
Michael Smith.

WHAT THE RED LIGHT DISTRICT WAS.

Many of these men were well-known friends of Devery. Inspector Cross was closely allied with the "system," and it was under him that the infamies of the "Red Light" District flourished. Tammany had here found fullest realization of its ideals. A writer in the Evening Sun, January 4th, 1901, described the neighborhood as one,

"where naked women dance by night in the streets, and unsexed men prow like vultures through the darkness on 'business' not only permitted but encouraged by the police; where the education of infants begins with the knowledge of prostitution and the training of little girls is training in the arts of Phyrne; where American girls, brought up with the refinements of American homes, are imported from small towns up-State, Massachusetts, Connecticut and New Jersey, and kept as virtually prisoners as if they were locked up behind jail bars until they have lost all semblance of womanhood; where small boys are taught to solicit for the women of disorderly houses; where there is an organized society for young men whose sole business in life is to corrupt young girls and turn them over to bawdy houses; where men walking with their wives along the streets are openly insulted; where children that have adult diseases are the chief patrons of the hospitals and dispensaries; where it is the rule, rather than the exception, that murder, rape, robbery and the thief go unpunished—in short, where the premium of the most awful forms of vice is the profit of the politicians."

POLICE INDIFFERENCE TO SHAME.

Capt. Herlihy was in command of the Eldridge Street Station, the center of this unfortunate neighborhood. Near the police station was the Stanton street Pro-Cathedral, the vicar of which, the Rev. Robert L. Paddock, complained to the police officers of the conditions of affairs, and they retorted with the phrase, "You are a liar." But Bishop Potter brought the matter to public attention in a stinging letter to Mayor Van Wyck on November 15th, 1900. It was one of the strongest indictments against Tammany rule ever framed. Among other things, the Bishop said:

BISHOP POTTER ARRAIGNS TAMMANY.

"I approach you, sir, to protest with all my power against a condition of things in which vice is not only tolerated, but shielded and encouraged by those whose sworn duty it is to repress and discourage it, and in the name of unsullied youth

and innocence of young girls and their mothers, who, though living under conditions often of privation and the hard struggle for a livelihood, have in them every instinct of virtue and purity that are the ornaments of any so-called gentleman in the land.

"I know of whom I speak; their homes and their lives, their toil and their aspirations. Their sensibility to insult or outrage is as keen as theirs who are in your household or mine, and before God and in the face of the citizens of New York, I protest, as my people have charged me to do, against the habitual insult, and persistent menace, the unutterably defiling contact by which, day by day, because of the base complicity of the police of New York with the lowest forms of vice and crime, they are subjected.

"And in the name of these little ones, these weak and defenceless ones, Christian and Hebrew alike, of many races and tongues, but of homes in which God is feared and His law revered, and virtue and decency honored and exemplified, I call upon you, sir, to save these people, who are in a very real way committed to your charge from a living hell, defiling, deadly, damning, to which the criminal supineness of the constituted authorities, set for the defense of decency and good order, threatens to doom them."

THE NEW SPIRIT IN THE DEPARTMENT.

The new spirit which in all these dismissals actuated the department may be seen in this order issued by the Commissioner in the spring of 1903:

"TO ALL MEMBERS OF THE UNIFORMED FORCE:

"Patrolman Peter P. Alwell has this day been dismissed from the police force after a trial in which he was found guilty of conduct unbecoming an officer, of attempted extortion and of neglect of duty.

"The evidence showed that the said Patrolman Alwell took candy from the pushcart of a peddler on the Bowery, and was attempting to extort a small sum of money from this pushcart peddler, when he was discovered by Captain Albertson, whereupon Patrolman Alwell started to run away, but was overtaken and apprehended by Captain Albertson.

"A more contemptible exhibition on the part of a patrolman than that shown by Patrolman Alwell can hardly be imagined: he has disgraced his uniform, and unfortunately, it is believed by the public that he is not the only one of the police force who has been guilty of this cowardly oppression of the pushcart peddlers. I appeal to the honest and self-respecting members of the force to co-operate with me in driving out the men who thus disgrace their uniform. Such practices cannot exist without their being known to a large number of the members of the force; and if this petty stealing is regarded in its proper light by members of the force, they will not associate with any one guilty of it and will promptly report any one suspected of it. This order will be

read at the 7 o'clock and 11 o'clock rollcalls, morning and evening, on the day after it is received at each station house.

"FRANCIS V. GREENE.

"Police Commissioner."

ALL THAT REMAINS OF THE DEVERY REGIME.

At the present time only seven inspectors of the twelve under Devery remain in the department; not a single inspector or captain in Manhattan now holds the command to which Devery assigned him. In the first seven months of 1898, 1899, 1900 and 1901 not a single inspector, captain, sergeant or roundsman was dismissed. In the year 1902, one captain was dismissed; in the year 1898, 15 patrolmen were dismissed; 28 in 1899; 9 in 1900; 17 in 1901; 35 in 1902. In the first seven months of 1903 there were dismissed two inspectors, 4 captains, 2 sergeants, 2 roundsmen and 47 patrolmen.

THE PATROLMAN NO LONGER A SCAPEGOAT.

Here was at last a régime under which the patrolman could not be made a scapegoat for his superior officer. The man on the street was made to realize that his superior officer would be held to fully as strict an account as himself. This has had an electric effect upon both superiors and subordinates.. The men now know that they must work *and they do work*.

PLACES FOR HONEST MEN.

The vacancies in the force thus created made possible the appointment of 8 inspectors, 31 captains, 40 sergeants, 49 roundsmen, 512 patrolmen and 23 doormen between January 1st, 1903, and September 1st, 1903. In speaking of these promotions, the New York World of July 25th had this to say:

HOW IT WAS UNDER TAMMANY.

"The writer of this article was at Police Headquarters when these promotions were made, and there was no sign of a politician. This was a great contrast to the days of former administrations when promotions were made. In one instance, several years ago, when a batch of police captains were promoted the corridors of Police Headquarters were

jammed with district leaders, who waited for the opportunity to get a word in the Commissioner's ear. In other words, the politicians outbid each other in the price. The candidate with the most money got the promotion!

At the rates for promotions sworn to by policemen before the Lexow Committee (which rates are believed to have been even higher under Devery), the promotions and appointments General Greene has made would under Tammany management have netted more than \$1,000,000 to the "System."

NEW PATROL SYSTEM.

When General Greene assumed charge of the department the men were required to put in sixteen hours of duty every day in the week—nine hours of patrol and seven hours on reserve in the station house—thus leaving only eight hours off duty. This the Commissioner considered more than the men ought to be called upon to perform, and, as he has said, "more than they actually did perform." The three platoon system in use during a portion of 1901 called for eight hours of patrol every day and reserve to the extent of eight hours one day out of three. This was considered less than should be required of the men.

SATISFACTORY PLAN DEVISED.

It was determined to put into operation a system that would call for more than the three platoon method and less than the two platoon. The new method went into effect on June 22d, 1903, and is called the six section system. It calls for an average of twelve hours' service every day—patrol and reserve.

THE POLICE NOW PLEASED.

The system was so arranged that once in three weeks every man has thirty-two hours consecutively off duty. It is believed that this is the fairest and most satisfactory arrangement of police hours which has ever been made. The Police Chronicle on June 27th had this to say of the new plan:

"The members of the force are highly pleased with the new police system. Hundreds of letters are pouring into the office of the *Chronicle* thanking the Commissioner for having made the change. Under the new system the defects [of former systems] have been remedied, and there is not a single complaint made as to its workings."

REGULATING STREET TRAFFIC.

An important feature of the work of the department has been the attention to the vexatious problems of street traffic. Second Deputy Commissioner Piper went to London to study the manner in which the traffic is regulated in that city. Upon his return he inaugurated the method of regulating traffic now in force at the intersection of the most crowded streets.

SIMPLE REGARD FOR RIGHTS OF OTHERS.

It is nothing more nor less than a system which compels persons to have regard for the rights of others. Trucks and wagons get right of way on the east and west streets for a few minutes while those bound north and south are held up; when the allotted time has passed the vehicles going north and south are permitted to pass while the others are held up. In this way the traffic moves swiftly and without confusion. There is less danger to persons afoot, and there is no costly delay to exasperate business interests. The method was learned quickly and has been introduced at all congested points. On Broadway, by doing away with blockades, it is estimated that it has increased the efficiency of the car service by twenty per cent.

NEW POLICE ALARM SYSTEM.

The Commissioner recognized very early the importance of providing a police signal system in Manhattan Borough. After most careful consideration, he made arrangements with the New York Telephone Company to instal a signal system. By utilizing the facilities possessed by the Telephone Company, the present Commissioner has succeeded in getting the system installed at a rental less than the cost of maintenance, and has saved the entire expense of installation.

REPAIRS OF STATION HOUSES.

The Fusion administration has taken particular pains to provide the police with comfortable and healthy quarters. Many station houses relapsed into a state of abject dilapidation under Tammany. Extensive repairs have been made and several new station houses are being built.

THE EFFECT OF ALL THE CHANGES.

The result of all these changes has been of far-reaching import. Gambling houses have been largely suppressed. For a great many years the pennies of the poor had gone into a form of gambling known as "Policy." In April, 1903, Albert J. Adams, known as the "Policy King," was convicted of violating the anti-policy law, and was sentenced to one year in Sing Sing and pay a fine of \$1,000.

NO MORE THE "RED LIGHT DISTRICT."

The new régime has removed the term "Red Light District" from the municipal vocabulary. "Where too," asks Jacob A. Riis, in "The Outlook," "are the infamous 'cadets' that betrayed the daughters of the poor for a price? *In jail*. Their organization is gone. District Attorney Jerome has proved a relentless foe. A fine of a thousand dollars hangs over the head of the landlord who knowingly permits the defilement of his tenement, and the landlord knows that Reform will collect the fine."

IMPROVEMENT IN MORALE AND DISCIPLINE.

All the drastic measures of the Commissioner have been but means to secure the proper enforcement of the laws. The department has proceeded upon the theory that all the laws should be enforced, and that no one law should be neglected at the expense of another. The men have been instructed that they should in all cases give primary attention to enforcing the laws against the greater crimes, such as murder, arson, etc.; secondly, they have been directed to give attention to the laws relating to the detection and suppression of vice, such as gambling, prostitution, excise violations, etc.; thirdly, they have been ordered to enforce the city ordinances.

ATTENTION TO COMPLAINTS.

Upon these general principles of action the department has paid careful attention to all complaints, whether anonymous or otherwise. Every complaint has been recorded and some one held responsible for its investigation. No record or copy whatever was kept of complaints received under the Tammany régime. Early in September it was reported in the press that the "tip" had gone abroad that gambling houses might open up until election day. Gen. Greene promptly announced that he would "break" any captain who should allow any laxity on the subject. The Commissioner invited the public to send him word, anonymously or otherwise. Next morning fully a score of letters containing information as to alleged gambling houses were on the Commissioner's desk.

CO-OPERATION WITH CITIZENS.

In strong contrast to the insults heaped upon citizens and clergymen who appealed to the Tammany Commissioners to enforce the laws, Commissioner Greene has specifically instructed the police force, from inspectors to captains, to co-operate heartily with citizens. When a member of the Paulist Fathers appealed to Gen. Greene recently, the Commissioner called in an inspector, and said to him, in substance, in the presence of the priest: "You must work with these citizens in enforcing the law. The burden of proof is not on them. They tell you where the law is being violated. It is *your* duty to get the evidence."

RESPONSIBILITY OF SUPERIORS.

Above all things, the superior officers have been compelled to *work*. Captains and sergeants have been placed on trial for minor technical offenses just as invariably as patrolmen. This has resulted in an entirely new esprit de corps in the whole work of the force. The patrol work, *which after all is the chief protection of the citizen*, has been more thoroughly and faithfully done under this administration, according to most competent critics, than ever before in the history of the department.

THE PUBLIC SCHOOLS.

A Story of Tammany's Neglect and Fusion's Care.

To understand fully the advance in the public school system under Fusion, the attitude of Tammany should be borne in mind. In September, 1898, the number of children in part time classes in the public schools was 49,957. Here was a condition which it was of vital importance should be remedied. It was obvious that the situation could not be changed at once, but provision could be made, so that inside of two years the natural increase of the public school population could be taken care of. The average annual increase is about 25,000 children. There was plenty of time while Tammany was in power to catch up with the delinquency. What, however, was the attitude of the Tammany Board of Estimate on the subject?

TAMMANY NEGLECT.

In 1898 the Board of Education asked for \$5,789,406 for new school sites and buildings. The Tammany Board of Estimate allowed but \$920,602. In 1899 the Board of Education said it needed \$9,473,640, but Tammany only allowed \$7,673,640, and in response to a requisition that year for \$8,000,000 additional the Board of Estimate *did not allow a cent*. In 1900 the Board of Education asked for \$16,784,514; it received only \$3,500,000. Again in 1901 its demands were repudiated, a total of \$19,279,325 being asked for and only \$3,500,000 allowed—**A DEFINITE REFUSAL TO GRANT \$15,775,325 PRESSINGLY NEEDED FOR THE CHILDREN OF NEW YORK.**

THE INEVITABLE RESULT.

As the inevitable result of this persistent refusal to accede to the pressing demands of the public schools, the number of children necessarily placed in part time classes

grew apace. Against the 49,957 in-part time classes in September, 1898, there were 58,123 in September, 1901. In September, 1901, 5,269 children were refused admission to the schools altogether. The result of the parsimony of the Board of Estimate in 1900 was seen still more strikingly in September, 1902, when Superintendent Maxwell undertook to make at least a part time class for every child of school age in the city. For the first time in many years the waiting list was eliminated. But the failure of Tammany in previous years to provide for the growing school population made it necessary to place 69,063 children in part time classes.

WHAT FUSION DID.

With the assumption of office by Mayor Low, Tammany ceased to have control of the Department of Education. Under the amended charter the borough and school boards were abolished and the power vested in the Board of Education. The board elected as its president Mr. Charles C. Burlingham, who had long been a member and who was especially conversant with educational matters.

PROMPT AND LIBERAL ACTION.

The new Board of Estimate and Apportionment showed due appreciation of the gravity of the school problem. In 1902, the Fusion Board of Education asked for \$9,633,117 for sites and buildings. The Board of Estimate granted for immediate use the sum of \$8,000,000, a larger amount than had been granted by the previous board for the years 1900 and 1901 combined.

FUSION'S RESPONSE TO THE GREAT NEED.

With this appropriation the Board of Education was able to buy sites and execute contracts for an unprecedented large number of elementary and high schools. Between January 1st, 1902, and December 31st, 1902, contracts were given out for buildings having a capacity of 48,475 pupils. Contracts for new buildings and for addi-

tions to buildings made in each year since the present city of New York was created represented sittings as follows:

Year.	Number of Sittings.
1898	4,550
1899	26,049
1900	23,514
1901	21,019
1902	48,875

\$14,900,000 IN 18 MONTHS.

This liberality toward the public school needs continued in 1903. On March 30, 1903, the Board of Estimate appropriated \$3,500,000 for schools, and \$3,400,000 more on July 29, 1903. Thus \$14,900,000 has been appropriated for schools under Fusion.

DELAYS ON NEW BUILDINGS.

It had been expected that 35,384 new sittings would have been ready in 1903, but labor troubles prevented completion of the few schools authorized by Tammany and due to be completed this fall, and delayed work on the contracts begun under the new administration. On December 31, 1902, 68,035 new sittings were under way—the largest number in the history of the city.

A SEAT FOR EVERY CHILD.

In spite of the lack of new sittings, Supt. Maxwell arranged to care for every child of school age who applied. Although the peculiar condition surrounding the building trades in 1903 renders it necessary to place a large number of children in part time classes, the provisions made by this administration will within the next few years be very perceptibly manifest in the great reduction of the number thus cared for.

INCREASED ATTENTION TO ALL BOROUGHES.

With the exception of Long Island City the present Board of Education found Brooklyn more deficient in elementary schools and accommodations than any other

part of the city. This was due to inefficient appropriation before consolidation and to the parsimony of the Van Wyck administration. In the distribution of Fusion contracts for new school houses care was taken not to discriminate against any of the boroughs. The contracts let in 1899 for new buildings in Brooklyn called for 400 sittings; in 1899, 824; in 1900, 12,644; 1901, 9,894; 1902, 19,695.

SOME HIGHLY IMPORTANT "FADS."

Mayor Van Wyck looked upon kindergartens as a fad. In 1901 the number of kindergarten classes were 144; in December, 1902, the number was 326. Mayor Van Wyck and Comptroller Coler were opposed to high schools as being fads, yet the statistics of the department show that the attendance in high schools has grown proportionately more than the attendance in other departments, except kindergartens. Until 1897 there was not a high school in the city, and even then, because of the neglect of former administrations, newly established high school classes had to be housed in old buildings.

EVENING AND VACATION SCHOOLS.

While attention was directed mainly to the day schools, the evening schools were reorganized on a more economical and comprehensive basis. Schools were consolidated and the separation of the sexes extended to all boroughs. While there was a falling off in attendance, probably as a result of the changes, it is believed that they will be found eventually to have been for the best interests of the system. The popularity of the evening play centers was fully demonstrated, and their gradual extension provided for. Agitation was started to secure the use of the schools at times when in the past they have been idle. Roof garden and Sunday concerts proved to be popular innovations along this line. The Public Education Association gave a series of successful Sunday concerts, and the suggestion to allow

the use of schools for meetings and recreation under satisfactory supervision met with the approval of the board.

VACATION PLAYGROUNDS.

These were introduced into the public school system in 1898. The Board of Estimate and Apportionment from 1898 to 1901 did not make sufficient appropriations for the purpose. The popular demand for the playgrounds was so strong that on July 7th, 1902, Mayor Low asked the Board of Education to extend the work. The Board of Estimate and Apportionment appropriated \$25,000. In 1902 ninety-nine vacation playgrounds were in operation in Manhattan, the Bronx and Brooklyn. The total average attendance was 55,949.

INSTRUCTION IN MUSIC.

Tammany paid little attention to instruction in music, as the Board of Estimate refused to give sufficient appropriation. Under the present administration, the needs of this branch of instruction have been fully recognized. Since February, 1902, nine additional special teachers of music have been appointed. There are at present twenty-six special teachers, who instruct and direct the work of over 6,000 class teachers.

TEACHERS NOW PAID PROMPTLY.

Under the administration of Mayor Van Wyck, the city's 12,000 public school teachers were not paid promptly. The delay was due partly to the cumbersome machinery of the different borough school boards, and particularly to the constant refusals of Comptroller Coler to honor the pay-roll when forwarded to him. On January 11th, 1902, the Board of Education adopted a plan which has resulted in the teachers being paid promptly on the first of every month.

DEPARTMENT OF FINANCE.

How Modern Methods Have Vastly Facilitated the City's Business.

EDWARD M. GROUT Comptroller

The Comptroller, like the Mayor, comes into intimate relationship with every department of the city government. The work of Mr. Grout in harmonizing the relations of his office with the various departments has resulted in an extraordinary increase in the efficiency of the public service. The Comptroller is an ex-officio member of the Board of Estimate and Apportionment, of the Board of Sinking Fund Commissioners and the Rapid Transit Board. He has materially promoted the effectiveness of the labors of these boards by reorganizing the most important bureaus of his department. The tendency of this reorganization has been the specialization of duties by experts, working along lines laid down by the Comptroller.

REAL ESTATE BUREAU.

The practical workings of the Real Estate Bureau, which was created by Comptroller Grout, exemplifies this thoroughly. The policy of this administration to purchase real estate by private purchase and escape the enormous expense of condemnation proceedings made such a bureau very necessary. The work of the bureau was, previous to January 1, 1902, done in connection with the duties of another bureau. Since its institution many plots of land which have become necessary for public purposes, have been purchased with the same foresight and intelligence as is exercised by a private individual with the aid of expert service and knowledge.

SINKING FUND PLAN.

One of the greatest contributions of this department under Fusion has been the placing of the sinking fund

upon a scientific basis. Into this fund, under the law, must go all rents for docks, ferries, wharfs, markets and real estate, all water rates, all franchise fees, all license fees, etc. These sums thus accumulated are intended to redeem the public debt. It was found, however, that the revenues were coming in at a rate far beyond the needs for them, and that the taxpayer was getting no relief. At the current rate the surplus in 1928 would have been \$300,000,000—the magnificent legacy of this generation of taxpayers to that of twenty-five years hence.

SAVES \$8,500,000 A YEAR.

Deputy Comptroller James W. Stevenson devised a plan, which was endorsed by the leading financiers and lawyers of the city, which diverted from the sinking fund to the general fund—for the relief of taxation—a large and specific proportion of the surplus over and above the demands of the public debt. In 1903 the city's taxation bills are by this measure—which received the approval of the State Legislature—reduced \$8,500,000. Almost 9 per cent. of the total budget for 1903 and 10 per cent. of the amount to be raised by taxation. It is calculated that this sum will grow annually greater, to become thus a greater and greater relief to the taxpayer.

COMPENSATION OF FRANCHISES.

Prior to this administration franchises have been awarded with small regard for consistency or a real protection of the city's interests. Street railroad companies have sought, through technical objections, to evade their obligations. The Comptroller refused to accept the offer of street railway companies to pay what they were pleased to consider the city was entitled to for car license fees provided for in the city ordinances, and requested the Corporation Counsel to enforce payment of the full sum demanded.

Application for street surface railway franchises have all been referred by the present Board of Estimate and Ap-

portionment to the Comptroller. He devised a method of payment which is being imposed upon all corporations obtaining franchises from this administration.

THE NEW TERMS.

The terms he suggested were: 3 per cent. of the gross receipts for the first five years, and 5 per cent. thereafter, with the *important distinction* that these percentages shall aggregate a stated minimum amount, the minimum amount being a reasonable charge for use of the city's streets. The failure in the past to exact a minimum amount in payment for the valuable street and franchise rights has lost irrecoverably to the city a large annual revenue.

STREET RAILROADS.

A new condition introduced by this department, as a condition of a franchise, requires payment by a street railway for use of bridges owned by the city. Another new feature also suggested by this department will obviate the experience of the city in its thus far futile effort to collect claims against street railroads. A cash deposit is now exacted for each franchise granted equivalent to the amount of the fixed rental for a year, such deposit to remain in the custody of the Comptroller during the term of a franchise.

COMPENSATION FOR TUNNELS.

Comptroller Grout, likewise, suggested the basis of compensation for the city in the matter of the tunnel or sub-surface franchises granted to the Pennsylvania Railroad, the New York and New Jersey Railroad, the New York Central and the pending franchise of the Hudson and Manhattan Railroad. In order to appreciate the lack of wisdom displayed in these matters heretofore, it is only necessary to remember that there are in the streets and highways of the greater city over one thousand miles of single track, passenger-carrying railways. For the use of the streets in which tracks are laid the city received for 1902 the total of \$422,177.12.

INCREASED FRANCHISE REVENUE.

Since January 1st, 1902, there have been granted franchises for the use of sub-surface of streets in which to construct less than fifteen miles of single track railways, and for the use of the surface of streets and highways on which to construct about sixty miles of single track railways. For this privilege the city will receive more than \$252,000 per annum, or 60 per cent. of the amount it now receives for the use of streets on which are placed over one thousand miles of track. In other words, the city will receive for less than 8 per cent. of the present mileage 60 per cent. of the present income.

City Chamberlain.

E. R. L. GouldChamberlain

The City Chamberlain conducts the banking and trust department of the city and county governments. In 1902 Dr. E. R. L. Gould was appointed by Mayor Low to this office, and he handled in that year \$520,770,818.44. For transacting this business there was appropriated \$45,450. During the year 1902 the Chamberlain turned into the city treasury fees amounting to \$24,264.93, thus making the net cost of the department to the city \$21,185.07, or 4-1000 of one per cent.

CAREFUL ATTENTION TO TRUST FUNDS.

Dr. Gould has made the care and investment of the court and trust funds a matter of deep concern, since they represent nearly the sole means of support of orphaned and semi-orphaned families. When these funds were turned over to the Chamberlain on January 1st, 1902, part of them were deposited in undesignated financial institutions. He promptly transferred them to the authorized depositories, which had furnished special bonds to the State Comptroller to safeguard these funds.

In order to guard-against these defalcations, similar to

the one that occurred in the Department of Charities in 1901, the present Chamberlain has prescribed a uniform lithographed receipt on safety paper, which makes almost impossible of accomplishment the conversion of funds like that mentioned.

CO-OPERATION WITH BANKS.

By placing city deposits with financial institutions buying the revenue bonds the Chamberlain has sought to establish business relations on a basis of reciprocity and to join with the Comptroller in keeping the rate of interest on such bonds as favorable as possible to the city. The helpful co-operation of several presidents of banks and trust companies has contributed to the same end. Institutions of this category loaned more money to the city on revenue bonds in 1902 than heretofore, and the rate of interest, considering the active demand for money, was kept surprisingly low.

—Your administration has been able, intelligent and honest—better than the city has had for many years. Such is the concurrent opinion of thoughtful, well-informed men. Your administration, moreover, has been non-partisan. The credit of it belongs to Democrats and Republicans alike. The question, then, in the coming municipal campaign is whether such an administration should not be approved by our citizens, whether Democrats or Republicans. That question can in no way be more sharply presented than by your renomination. Your reelection, under the circumstances, should not and would not be considered by intelligent people a party triumph.—From Letter to Mayor Low by Peter B. Olney, Sept. 18.

—It appears to me that no man who voted for the fusion ticket two years ago can hesitate to again vote for it this fall. Those who gave their suffrage to the fusion candidates in 1901 should be only too proud to do so in 1903. It is folly to say that party lines will be drawn, and that Democrats will not support the fusion nominees. The fact is that the fusion ticket is practically a Democratic one, the majority of the nominees being men whose Democracy cannot be questioned.—Address of John C. Sheehan to Executive Committee, Greater New York Democracy, Sept. 21, 1903.

—I was mayor of this city while Mayor Low was away—the real mayor. If Croker had been the dominant power, do you suppose I would have been allowed to act as mayor?—Speech of Charles V. Fornes to Executive Committee, Greater New York Democracy, Sept. 21, 1903.

LAW DEPARTMENT.

Now Self-sustaining and Efficient—Under Tammany a Source of Plunder.

GEORGE L. RIVES Corporation Counsel.

One of the most fitting of Mayor Low's appointments was that of Hon. George L. Rives, as Corporation Counsel. He is one of the leaders of the New York Bar and was chairman of the commission which revised the New York Charter. His high professional attainments and his intimate knowledge of New York City government has resulted in the greatest advantage to the tax-payers of the city.

NO MORE DEFICITS IN THIS DEPARTMENT.

On July 1st, 1903, Mr. Rives announced that his Department had become a source of actual revenue to the city, yielding an annual average surplus of \$400,000 against the annual average deficit of \$140,000 under Tammany. The expenses of maintaining his department in 1902 were \$424,650 as against \$458,025 in 1901, although the number of persons employed at the close of 1902 was 157 as against 132 at the close of 1901.

FUSION'S CLEAR GAIN OF \$430,125.

The following summary shows the general results of the department for 1902:

I. EXPENSES AND COLLECTIONS.

Collections for 1902.....	\$553,992.99	
" " 1901.....	137,242.47	
Increase		\$416,750.52
Expenses for 1901.....	\$458,025.16	
" " 1902.....	424,650.67	
Saving		33,374.49
TOTAL GAIN FOR THE CITY.....		\$450,125.01

II. AMOUNT OF LITIGATION.

	1902.	Average 1898-1901.
Number of cases argued in court.....	348	219
Number of appeals argued.....	231	201
Number of motions argued.....	994	817
Number of actions and proceedings begun	7,008	5,996
Judgments against the City.....	571	1,912
Amount recovered against the City....	\$511,240.25	\$1,836,935.46
Judgments in favor of the City.....	130	124
Amount recovered in favor of the City	\$27,771.10	\$25,467.21

TAX DODGERS VIGOROUSLY PURSUED.

The Department has vigorously pushed cases for the collection of arrearages of personal taxes, the total collections for the eighteen months, from January 1st, 1902, to July 1, 1903, amounting to \$158,241 as against \$157,316.86 in the whole of the previous four years. This is an average rate of about \$345,000 a year as against an average of about \$39,000 a year, under Tammany. In the first six months of 1903, \$133,208.80 of these arrearages were collected. This amount is very nearly double what was ever collected in any one year before 1902, and may be compared with the \$20,119.86 which was the average collected in the corresponding periods of the four years from January 1, 1898, to December 31, 1901.

BUSINESS METHODS DID IT.

There has been no change in any law—no change of any kind, except the adoption of business methods. Although this Bureau is one of the most important branches of the Law Department, at the beginning of 1902 substantially no system for the conduct of its business was enforced; everything was in a chaotic state. Money collected was deposited whenever the clerks happened to think of it. It was found that one of the clerks had gained possession of \$1,800 belonging to the city, which he was unable to pay over. He was promptly dismissed from the service and arrested upon a criminal charge.

ABLE DEFENSE OF THE CITY'S RIGHTS.

This Department realized remarkable results in the matter of actions against the city for personal injuries, during the first six months of 1903.

The total number of such cases disposed of, either by trial or compromise, in the six months was.....	110
The amounts claimed aggregated.....	\$1,192,936
The amounts recovered by the plaintiffs were 3.53 per cent. of their claims or.....	42,172
A saving to the City of.....	1,150,764
Taking only the cases where actual trials were had, the amounts claimed were.....	\$1,054,760
The aggregate of the verdicts of juries was 3.28 per cent. or.....	34,547
A saving to the City of.....	\$1,020,213

NO MORE "GRAFT" FOR FAVORED PROPERTY OWNERS.

When Mr. Rives assumed office, hundreds of street opening proceedings were in abeyance to the extreme annoyance of citizens, particularly in the outlying districts. Some of these proceedings had been held up for long periods. All of the old proceedings have now been completed. The following table will show what has been done by the Fusion administration as compared with Tammany. The year 1898 is not taken up, because in that year almost nothing was done.

	1899, 1900 and 1901.	1902 and Six Months Ending June 30, 1903.
Total number of reports confirmed	173	211
Linear feet acquired.....	265,801	416,309
Awards	\$11,581,627.42	\$14,940,360.87
Assessments	\$6,982,049.16	\$9,686,649.04
Parcels acquired	4,248	6,054
City lots acquired.....	8,488	11,365

In eighteen months Fusion completed 22 per cent. more proceedings than were finished in three years before, and

acquired nearly 60 per cent. more miles of street at a cost of only 79 per cent. as much per mile acquired.

ECONOMY IN CONDEMNATION PROCEEDINGS.

Mr. Rives sought with success to shorten the delays and lessen the expenses of condemnation proceedings. In the 211 proceedings confirmed under Fusion, the total expenses were but 6.02 per cent. of the awards.

LEGAL PENALTIES COLLECTED—NOT REMITTED.

The Bureau for the Collection of Penalties collected \$25,657 in 1902 as against \$13,993 in 1901. The effort of this department, however, has been rather to have the law complied with than to collect penalties.

This bureau enforces the ordinances and has some 30,000 suits of various kinds to handle in one year. Its aim has been to deal with all citizens fairly, regardless of party, and consider the rights of the citizen as well as the public. Special attention has been given to reclaim Broadway by enforcing the ordinance forbidding any obstructions or projections to be erected on the sidewalk. Successful attempts have also been made to stop encroachments on the city's sidewalks so as to permit the public to enjoy the full use of its crowded streets. There has been an increase of 300 per cent. in the number of suits settled out of court in 1902 as compared with 1901. The cash collections made in civil proceedings in Health Department cases in 1902 was \$1,729 as against nothing in 1901.

THE HEALTH DEPARTMENT.

Lowest Death Rate in the History of the City.

ERNST J. LEDERLE, Ph. D. . . . Commissioner.

The difference between having an expert sanitarian and a politician at the head of a city department is strikingly manifest when one compares the splendid results attained under Fusion by Commissioner Lederle with the inefficiency and corruption which prevailed under the Tammany Commissioners, Michael C. Murphy and John B. Sexton. Dr. Lederle was graduated from the School of Mines of Columbia University in 1886. He continued post-graduate studies under Professor Charles F. Chandler, at one time one of the city's Commissioners of Health. In 1888 he became an assistant chemist for the city. On February 19th, 1896, he was promoted to the position of chemist. This position he filled until he was appointed Health Commissioner by Mayor Low.

Upon taking charge of the Health Department, Dr. Lederle found that for four years it had been a refuge for the faithful of Tammany Hall rather than an instrument of government. Politicians looking for jobs for themselves or their friends haunted the department building, and distributed cigar stumps and tobacco juice upon the floors. Clerks put down on the pay-rolls as "hospital-helpers" (an exempt position) and drawing good salaries were sitting around the corridors smoking and gossiping, and some of the employees would often stagger to and from their work in a state of intoxication. For one old, broken-down politician the title of "custodian of records" had been created, although the records, as provided by the charter, were still kept by the registrar. The superannuated custodian spent his time in lounging about the corridors, now and then acting as messenger. The office boys on duty smoked cigarettes, and read dime-novels.

The number of superfluous employees was so great that the offices scarcely sufficed to hold them comfortably. There was no discipline to speak of. The man who had a "pull" could do much as he pleased without fear of dismissal.

Dr. Lederle immediately dismissed one hundred and fifty-seven employees. This he was forced to do because of deficiency of appropriation; but he took care to discharge, as far as possible, those who seemed to have little more to do than to draw their pay. One whole division in the sanitary bureau was abolished, and two other divisions were consolidated into one. When the re-classification of employees was completed, it was found that *about \$100,000 had been saved to the city annually, in salaries alone.*

EXPERT ADVISORY BOARD.

To place the work of his department upon a highly scientific basis, Dr. Lederle at the very outset secured as members of the Advisory Board physicians of the highest standing. They meet frequently at the office of the Health Department to consult with Dr. Lederle. The members of this Board are:

John Winters Brannan,
Joseph D. Bryant,
Richard H. Derby,
L. Emmett Holt,
A. Jacobi,
Edward G. Janeway,

Francis P. Kinnicutt,
Henry P. Loomis,
William M. Polk,
T. Mitchell Prudden,
A. Alexander Smith.

SUPPRESSION OF SMALLPOX.

Vaccination.

When the present administration came into office, small-pox was raging to an extent amounting almost to an epidemic. Dr. Lederle lost no time in initiating plans to secure a general vaccination of the public. A special corps of one hundred and thirty-two vaccinators was ap-

pointed in January. The vaccinators were assigned to various district duties, some in squads, others as district vaccinators, and still others were detailed to special duty in stores, hotels, factories and other places. Another detachment was assigned to vaccinate all persons living near any house where a case of smallpox occurred. The thoroughness and comprehensiveness of this work may be gathered from the fact that every tenement house in the boroughs of Manhattan, Brooklyn and the Bronx was visited and vaccination urged upon all occupants. Never in the previous history of the department had this work been done so thoroughly. Vaccination was also provided for throughout the boroughs of Queens and Richmond. It was found that the unsanitary conditions which had been allowed to continue under the old administration had permitted the disease to become so established in parts of the city, that the work of suppression was extremely difficult. But it was accomplished. The disease had been allowed to reach "high water mark" in the autumn of 1901 under Tammany, as will be seen from these figures:

	Deaths.	Cases Reported.	Vaccinations.
1900.....	12	156	147,942
1901.....	410	1,964	373,636
1902.....	310	1,516	810,280
1903 (First six months).....	3	44	128,537

The effect of this enormous increase in the number of vaccinations becomes manifest when it is stated that during the first six months of 1903 the total number of cases of smallpox reported to this city was only 44, of which number 18 arrived at Quarantine on board incoming steamers. The total number of deaths from the disease in the first six months of 1903 was 3. By way of contrast it may be added that the total number of cases of smallpox reported in Philadelphia for the first six months of 1903 was 691, and for Chicago for the same period, 309.

DECREASE OF CONSUMPTION.

Out of 70,720 deaths in Greater New York in 1901, 8,135 were due to consumption. No strong measures were being taken to stamp out the disease. In 1900, the deaths had numbered 8,154. Under Dr. Lederle in 1902 the deaths were reduced to 7,569, a death rate of only 2.03 against 2.30 in 1901 and 2.37 in 1900.

HOW THE DISEASE WAS FOUGHT.

This reduction was due to several causes. In 1902 the Health Department had renovated three times as many houses which had been occupied by consumptives as had been renovated in 1901. Rigid sanitary inspection and cleaner streets contributed to the result. Of direct measures now taken by the Health Department to prevent the spread of tuberculosis, the chief are: registration of all cases, the issuance of instructions to tuberculosis persons, the prevention of spitting in public places, and a rigid system of fumigation of all premises where a death from tuberculosis has occurred or where a tuberculosis patient has stayed, even for a short time.

PLANNING MUNICIPAL SANITARIUM.

The department is now planning, in co-operation with the Board of Trustees of Bellevue and Allied Hospitals, a municipal sanitarium outside this city, to cost \$500,000 and to be under the charge of the Trustees of Bellevue and Allied Hospitals. Although the plan has not yet come formally before him, it is understood that the Mayor will sanction it. A dispensary for tuberculosis treatment is now building next door to department headquarters.

PROTECTING THE HEALTH OF SCHOOL CHILDREN

No more troublesome problem, next to the suppression of smallpox and tuberculosis, presented itself to the Health Department than the care of the health of children in the public schools. Under the old system the inspection of school children was irregular and unmethodical. The

practice was to place under observation only those pupils who had been isolated by their teachers under suspicion that they were afflicted with contagious diseases. Dr. Lederle instituted an entirely new system. A staff of physicians, not so large a staff as under Tammany, but receiving higher pay and required to work longer hours, was assigned to make regular examinations once a week of all school children. Their eyes, throat, hair and skin were carefully examined.

This system has been fruitful of results. In a single week of 1902 more school children were examined than during the entire year of 1901. The total number of cases of contagious diseases in the schools in December, 1902, and January, 1903, was hardly more than half as great as in December, 1901, and January, 1902. The examinations brought out a number of cases of contagious diseases which had formerly escaped the attention of the department, and which had been classed merely as sore throat and the like. Medical science has amply proved that cases of diphtheria so mild as to be scarcely noticeable often communicate the disease in a severe form. These cases no longer pass unrecognized.

STAMPING OUT TRACHOMA.

For the first time in the history of the Department of Health the medical inspectors now included in their duties the detection of contagious diseases of the eye. The result has been to exclude from the schools several thousand cases of trachoma. When neglected, this disease leads to blindness, and its prevalence may be taken as an index of the care which a Tammany administration bestowed upon the children attending the public schools. At first, the department not having facilities for the treatment of all cases of trachoma, the infected were sent to dispensaries or private physicians for treatment. But Dr. Lederle soon arranged with Dr. Brannan, President of the Board of Trustees of Bellevue and Allied Hospitals, for a public

dispensary and hospital. On December 18th, a part of the old Gouverneur Hospital was equipped as a trachoma hospital. The Board of Health established the hospital without waiting for the formal appropriation of city money, relying upon future action to meet the necessary expenditures for the emergency. This hospital has already given treatment in more than 50,000 cases, a considerable portion of which were operative cases. It is likely that if the hospital had not been established, the greater part of these cases would not have received treatment anywhere. So crowded has the new trachoma hospital become that the department has leased a building on the upper east side, where another trachoma dispensary will be opened as soon as the school work is resumed and patients can be directed there by the Medical School Inspector as he finds cases in the public schools.

SPECIAL SCHOOL NURSES.

In December last, it was found that with more rigid inspections many children were excluded from school because their parents seemed unable or unwilling to procure for them the treatment they needed to remove sources of infection. Accordingly, a staff of nurses was established, at first a few, but gradually increasing to more than thirty. These nurses take a list of excluded cases from the school physician periodically, and visit the homes of the children, instructing the mothers regarding proper methods of treatment, and, where necessary, caring for the children themselves. Under this system it has been found that the causes of infection are much more quickly removed, and the children return to school without unnecessary delay. During the Summer the nurses worked in co-operation with the Summer Corps physicians, treating sick infants in the tenements.

CARE OF CONTAGIOUS CASES.

Commissioner Lederle found upon assuming office that

the city hospital for infectious diseases on North Brother Island was in a dilapidated state and wretchedly managed. On March 26th, 1901, during the Tammany régime, Robert Martin, a well-known merchant, upon being released from the smallpox hospital, said that "The experience while there can be compared to the Black Hole of Calcutta." Dr. Lederle at once secured \$500,000 to improve conditions on the Island. Of this amount \$75,000 was spent on repairs to existing buildings, with the result that practically every building on North Brother Island has been refitted, some of them being almost entirely rebuilt.

A nurses' home is now building there. A scarlet fever building is now in process of erection at the foot of East 16th street, which is to cost from \$375,000 to \$400,000, and which will make it possible for the city to accommodate about four times as many scarlet fever patients as there are facilities for at present.

It has been the aim of the administration also to provide every borough with a contagious disease hospital, ambulance and disinfecting station, in order to avoid carrying the contagious sick long distances to North Brother Island. Land has been acquired in Queens and Richmond for these purposes, and the station in the latter borough has been completed. Additional land has also been acquired adjacent to the Kingston Avenue Hospital grounds, and work is now in progress there which will largely increase the size and usefulness of that hospital.

NORTH BROTHER ISLAND MADE OVER.

It has been evident for years that North Brother Island has been a name to be dreaded by the poor of this city. The rich who were attacked by contagious disease could be properly isolated and treated at their homes, but the poor people were carted off to North Brother Island and there, according to popular tradition, ill treated, half starved and neglected. This tradition had the result of teaching the poor to conceal the presence of contagious

disease among them rather than run the risk of having members of their families taken away to the Island. Since January 1st, 1902, the department has spared no effort to eradicate this belief.

This has been done, first, by putting the medical corps and superintendence of Riverside Hospital into competent hands, so that patients should have the best of medical attention, food and general treatment. To add to the comfort of patients, a telephone system was installed in all the pavilions, so that friends of patients might have communication with them at all times in case of necessity, or when it was felt that messages from home might help the progress of the patient toward recovery.

Visiting days were also established for the friends of patients, and the means of communication with the Island were improved, so that there should be no reason why, within the limits of safety from contagion, North Brother Island should not be as freely visited as any other city institution. All this appears to have had a good effect, for patients have gone back to their friends and told them that the commonly expressed fears regarding the treatment there prove now to be baseless. The concealment of contagious cases has now almost entirely ceased.

DISTRIBUTION OF ANTI-TOXIN.

Special efforts have been made to increase the free distribution of diphtheria anti-toxin to all needy persons, so that the people of this city should not be debarred from the benefits of anti-toxin by reason of expense. The result has been that the proportion of fatal diphtheria cases has been reduced from 15.9 per cent. in 1901 to 10.9 per cent. in 1902.

SUMMER MEDICAL TREATMENT FOR THE POOR.

In the advent of summer in 1902 and 1903, a special staff of physicians known as the Summer Corps, was assigned to give to occupants of east side tenements in Man-

hattan free medical treatment and directions as to proper methods of feeding children. In summer children are exposed to great danger from diarrhoeal complaints. The summer corps established dispensaries at recreation piers, distributed tickets for the St. John's Guild floating hospitals and other summer charities. The effect of this work was to reduce very perceptibly the proportion of deaths from diarrhoeal diseases among children.

PROTECTING THE MILK SUPPLY.

Dr. Lederle has revolutionized the city's system of milk inspection. Impure, diseased, or adulterated milk means an increase of mortality, especially among children. The Department of Health now scrutinizes the milk supply and its sources with the greatest minuteness. In the chemical laboratory, of 3,970 samples of milk taken from milk dealers for analysis in 1902, 2,095, or 52.77 per cent., were found to be adulterated. At once a systematic effort was made to secure the punishment of the violators of the law. The offenders were particularly numerous on the lower East Side of Manhattan. In one day, March 31st, 1902, seventeen dealers in milk and fruit were haled before the Court of Special Sessions, charged with violating the sanitary code, and were fined in sums ranging from \$15 to \$30. On September 22d thirty milk dealers were fined.

BENEFITS APPARENT.

The beneficial effects soon became apparent. Of the samples examined in October, 1902, only 39 per cent. showed adulteration. In 1902 there were 722 arrests and prosecutions for selling adulterated milk; in 1901 there were only 464; in 1900, 460; and in 1899, 193. Many of the prosecutions during the Tammany administration were not pressed.

INSPECTING THE FARMS.

The department has also taken measures never before employed for the protection of the milk supply. Inspectors have been detailed to visit the farms from which the

city's supply comes, and to instruct the farmers in proper methods of keeping milk sweet and pure. It was formerly contended that New York's milk supply was pure because there were so few prosecutions under the Sanitary Code. This is disproved by the fact that while fines collected for violations of the Sanitary Code, a considerable part coming from milk dealers, were in 1901 \$6,292, they rose in 1902 to \$19,118.

New York's milk supply is now much better than it ever has been before. The department has not only enforced cleanliness in all stables within its jurisdiction, but in all places where milk is sold at wholesale and retail, having within the year 1902 compelled more than 500 milk dealers to close direct communication between their stores and living rooms.

PERMITS EXACTED FOR BOTTLING WATERS.

All venders of bottled carbonated waters in this city were required to obtain permits from this department, and the places where they manufactured water were inspected. It was found in some cases that waters were bottled in tenements and in filthy stables. All bottlers were required to conform to the department's standard of cleanliness before they could obtain permits.

CAREFUL SANITARY PRECAUTIONS.

Food condemned during the year amounted to more than 12,000,000 pounds, or considerably in excess of any previous record. This condemned stuff consisted in good part of unripe or decayed fruit, sold on the east side, where it has long been noted that the children, craving fruit, bought indiscriminately of good articles and disease-breeding stuff utterly unsuited for human food. The privilege of selling it was a prolific source of "graft" under Tammany.

WATCHING THE SUBWAY.

Careful and systematic inspections have also been made

along the fourteen miles of subway to prevent the escape of sewage into the cut.

Rigid inspections have also been made of all mercantile establishments in this city, in order to force the proprietors of these places to comply with the law requiring sanitary conditions for their working people.

SLAUGHTER HOUSES KEPT CLEAN.

All the city's live-stock and poultry slaughter houses have been rigidly inspected; many were served with orders involving radical changes and improvements in the plant so as to remove any cause for complaint due to their presence in this city. Inspections were also made of all public buildings, churches, theatres, schools and markets, which inspections resulted in considerable sanitary betterment. Several public markets have been ordered vacated and will be devoted to other purposes. The Offal Contractor was required more rigidly to patrol the city, and charges were preferred through the Commissioner of Police in all cases where patrolmen on post failed to report to the Offal Dock the presence of a dead animal in the street.

REGULATIONS FOR BARBERS.

The department issued regulations which barbers in this city must observe, it having been found that many cases of skin diseases are transmitted through negligence in barber shops.

GLANDERS SUPPRESSED.

Last winter a large number of horses in the city were affected with glanders, a highly contagious disease, which sometimes is communicated to human beings. Extra veterinarians were at once put to work and several hundred horses were condemned and shot. The epidemic was thus completely suppressed.

CARING FOR CITY'S VITAL RECORDS.

For several years, the records of vital statistics were

without protection from fire. In 1902 a reconstruction of the building was ordered, and the vital statistics records of the city, which could not be duplicated in case of destruction, are now safe in a fire-proof vault in the basement.

By a rearrangement of the offices of the Bureau of Records all requests for transcripts by the public are attended to in one office. Formerly visitors to the department had to call at three separate offices on three different floors of the building, and this resulted in much inconvenience and confusion.

DECREASED MORTALITY.

The one fact which must in the end be the final basis of judgment upon the success of any Health Department is its effect upon the mortality of the city. And it is in this very respect that Fusion is such a conspicuous success. The death rate for the year 1902 was considerably the lowest ever recorded for this city. The following are the death rate figures per thousand of population since consolidation:

1898	20.26
1899	19.47
1900	20.57
1901	20.00
1902	18.75

THIS REPRESENTS AN ANNUAL SAVING OF ABOUT 4,500 LIVES. THE DEATH RATE FOR THE FIRST SIX MONTHS OF 1903 IS STILL LOWER AND THE FIGURES FOR THE FULL YEAR ARE LIKELY TO BE ABOUT 18.00 PER 1,000.

DEPARTMENT OF STREET CLEANING.

Problem of Final Disposition of Garbage Largely Solved.

JOHN MCGAW WOODBURY.....Commissioner.

This Department, which, under Col. Waring, was such a tremendous success, was under Tammany a dismal failure and hot-bed of "graft." When Commissioner Woodbury took charge on January 1st, 1902, he found the horses of the Department worn out and exhausted; carts dilapidated; no cart covers in the Department, and the whole general equipment in bad order.

COLLECTION AND DISPOSAL OF GARBAGE.

The new Commissioner had not only to care for the 200,000 increase in population during the year; he had to rejuvenate the whole establishment. Yet, with approximately the same force as during the past four years and an increased area to operate, the Department in 1902 performed in street sweeping and collecting 7.2 per cent. more work than during the preceding year.

The cartloads of garbage collected by the Department in 1902 and permit carts aggregated 205,691¼ as compared with 150,964 in 1901, an increase of about 30 per cent. It will be noted that no such increase in total amount of material collected occurred. Obviously, therefore, the increase in the amount of garbage collected must have come out of what was formerly included in the other products of street sweeping.

SYSTEM OF PRIMARY SEPARATION.

One of the great achievements of Col. George E. Waring was the arrangement for assisting primary separation of waste products in households. He showed that unless this material be separated, the whole fermenting mass of garbage, ashes and rubbish must either be incinerated or else thrown into the sea. Commissioner Woodbury

found in January, 1902, that the work accomplished by Col. Waring in this direction had been practically undone by careless methods and the ease with which the mixed material could be towed to sea and there disposed of.

REFUSE MUST YIELD A REVENUE.

If the refuse of cities is ever made to yield a return to the taxpayer, it can only be when the various elements in the refuse are made as nearly as possible homogeneous. For example, if garbage or other decomposing waste is mixed with ashes or street sweepings the product is offensive and so less useful, or entirely useless, for purpose of filling. If ashes and cellar dirt and the like are free from decomposing matter they make the best possible material for filling, and as such find ready sale.

OLD SYSTEM RESTORED.

Commissioner Woodbury immediately set out to restore the operation of the old system. One million cards were distributed to householders instructing them in the method of primary separation. The success of the new plan has been manifest in every way.

NO MORE GARBAGE DUMPED AT SEA.

One of the conspicuous effects of managing the street cleaning department scientifically was the stoppage by Commissioner Woodbury in 1902 of the dumping of garbage at sea, which in former years, especially in summer, had been a source of such extreme annoyance to people living along the Jersey coast. The material which formerly, at great expense to the city, had been shipped to sea, was disposed of by Dr. Woodbury in several ways: Part was used to fill in valuable lands at Riker's Island; part was sent to incinerators; part went, according to a Tammany contract, to a utilization company; parts were otherwise utilized.

IMPROVEMENT OF RIKER'S ISLAND.

Riker's Island is 87 acres in area. It belongs to the city

of New York. There was a crib on that island on January 1, 1902, of 63½ acres. It was bought in 1893 by the Dock Department, and an attempt was made to utilize the wastes of the city by making a land fill at this point. The material, however, was so badly mixed that its fermenting in the heat of summer created such a nuisance that it had to be discontinued. Commissioner Woodbury's plan of primary separation made the material dumped there consist largely of inorganic matter, subject to little fermenting.

RAPID PROGRESS.

This material is now being put behind the crib at Riker's Island at the rate of 100,000 cubic yards per month. The fill of 63 acres is nearly completed. This land is worth about \$10,000 an acre. Thus, \$630,000 worth of real estate has been added to the holdings of the city of New York at an expense in construction of but little more than the cost of throwing this material into the sea outside of Sandy Hook. It will be possible, with the proposed 125 acres to be added to the eastern side of this island, to make an area double that of Blackwell's Island, which will hold all our penal and eleemosynary institutions now located on that island, making Blackwell's Island available as a public park.

SALE OF REFUSE.

Refuse of other sorts collected by the department includes rags, bottles, old boots and shoes, mattresses, sofas, old metal, boxes, and a variety of other things seemingly difficult to dispose of with profit. The right to pick over this material, however, realized \$90,370.63 in 1902, which was more than had ever been before received in the same time.

THE FIRST INCINERATOR.

Part of the refuse was disposed of at a new incinerator constructed on the dump at the foot of West 47th street.

This incinerator consists of three retorts fed in succession by a traveling belt conveyor. It handles 320 cubic yards of rubbish per day, destroying old beds, mattresses and all waste materials. The resultant ash was used as a fertilizer by the Park Department. The power generated is sufficient to operate a large number of lamps of 2,000 candle power each. Commissioner Woodbury recently reported to the Board of Estimate that this incinerator yielded an income of \$550 a week—a profit of 104 per cent. annually on the original cost of \$20,000.

BUILDING OTHER INCINERATORS.

The department has started another incinerator at 144th street and Whitlock avenue, which proposes to burn the rubbish and garbage in combination, and deliver heat and power to a large paper mill, which will make use of the paper and other wastes. This material and equipment should give employment to about 1,000 operators. Another incinerator is to be built at the foot of Stanton street on the east side.

SALE OF ASHES.

Clean, properly separated ash is a commercial product worth from 12 to 19 cents per cubic yard. The amount of output of the city of New York is about 3,069,072 cubic yards a year. In 1902 the first sale of ashes by the Street Cleaning Department was made to a large construction company to make fireproof floors in department stores. Before 1902 ashes and rubbish of the city of New York were disposed of upon land fills in small amount, while the bulk was cast into the sea. Land fills were those of private contractors, who bought marshy lands on private speculation and filled it with city material, the benefit going to the pockets of the speculators.

SAVING IN BROOKLYN.

Ashes and rubbish in the Borough of Brooklyn are being removed by an electrical trolley system, with an expected saving to the city of 54 per cent. on the haul.

SALE OF HORSE DROPPINGS.

One of the important collections of the Street Cleaning Department is horse droppings. Col. Waring originated a method of sacking this material, which was afterwards sold as manure, but this plan was discontinued under Tammany Hall. The present department sold 1,600 sacks daily to the Long Island Railroad in 1902; the same material was supplied to the Department of Charities to fertilize their farm on Staten Island. Arrangements are being made with the New York Central Railroad to ship and sell this material to farms on the Hudson and in Westchester. Tammany paid 18 cents a cubic yard to have this material dumped into the sea.

THE REMOVAL OF SNOW.

The Fusion administration arranged that the snows of the winter of 1902-1903 should be handled entirely by a contractor. The department was, therefore, able to attend to its duties of collecting and removing ashes and garbage. Theretofore a snow storm had completely paralyzed the department, as by every previous contract 500 members of its force had been required for duty as snow inspectors, and in the superintendence of contract work. The largest snow storm of the winter was removed at a cost of \$49,000, roughly. The same amount of snow removed in 1902, under the old contract, cost \$77,000, under much more favorable atmospheric conditions, and with the assistance of the entire Department of Street Cleaning. In 1901, 350,551 cubic yards of snow were removed from the streets. In 1902, under the new system, this amount reached the extraordinary total of 2,346,332 cubic yards—nearly seven times as much as Tammany removed.

DEPARTMENT HAS ITS OWN BLACKSMITH.

In Manhattan Borough, Commissioner Woodbury arranged a plan of shoeing the horses of the department. This resulted in a saving of \$16,000 a year, besides the saving of time in sending to and from an outside shop.

FIRE DEPARTMENT.

Lowest Average Loss Per Fire in Department's History.

THOMAS STURGIS. Commissioner

In estimating the value of the city's Fire Department, of first importance is a consideration of its ability to extinguish fires quickly and with the least possible damage. The efficiency of the department under the present administration, as compared with former years, may be thus measured:

FIRST YEAR OF FUSION AND LAST YEAR OF TAMMANY.

	1901. (Tammany.)	1902. (Fusion.)
Number of fires (all Boroughs)	8,424	8,700
Total losses	\$8,816,365	\$6,998,562
Average loss per fire	1,046	804

The average loss per fire in 1902 in all boroughs was less than in any year since consolidation.

INCREASED EFFICIENCY.

One of the notable events of the first year of Commissioner Sturgis's administration was the dismissal of Chief Edward F. Croker from the service of the department. Since December 1st, 1902, the uniformed force has been under the command of Charles D. Purroy. The value of this change to the public, altogether aside from the issue involved in Chief Croker's dismissal, may be found in these figures:

	January to June, Inclusive.		
	1901. (Tammany.)	1902. (Fusion.)	1903. (Fusion.)
Number of fires (all Boroughs)	4,468	4,668	5,147
Total losses	\$4,934,375	\$4,224,350	\$3,541,497
Average loss per fire	1,104	904	688

Thus, while the total number of fires in the first six months of 1903 was 479 more than in 1902 and 679 more than in 1901, the total loss in 1903, under the new chief, was \$682,853 less than in 1902, and \$1,392,878 less than in 1901, when Croker and Scannell were in complete control of the Department. The average loss per fire in 1903 was \$216 less than in 1902 and \$416 less than in 1901.

HOW EFFECTED.

These figures tell their own impressive story. They must necessarily be the result of the infusion of a new esprit de corps into the men. This aroused spirit has been born of honest and impartial treatment by the Commissioner; strict discipline, tempered with sympathy and unaffected by political considerations; the provision of comfortable houses, and an ample supply of powerful horses and first-class apparatus—the tools of the fireman's profession. As the Commissioner states in his annual report for 1902:

"The conviction that promotions are now being governed by merit and distinguished service, and not, as under the late administration, by influence, political pull or any direct money consideration, has re-awakened in the Department the fine spirit of generous competition and rivalry which was perishing, and which converts a perfunctory service into one of magnificent energy and heroic effort. Men do not risk life when the road to promotion and power lies in a wholly different and easier direction."

HONEST ADMINISTRATION.

The public demands not only that the department shall be efficient, but that its affairs shall be economically and honestly administered. The total appropriation of this branch of the city government for the past three years were as follows:

1901 (Tammany)	\$4,871,385
1902 (Fusion)	5,200,820
1903 (Fusion)	5,218,300

The increase in the two years of Fusion is accounted for by large additions to uniformed force, by appropriations

for much needed fire boats Tammany had neglected to supply, by extensive repairs, by purchases of needed apparatus, especially for the volunteer system in Queens, which had been seriously neglected by Tammany. Of the total appropriation made to the department for 1902 several thousand dollars remained unexpended at its close and were turned into the general fund for the redemption of the city debt. It should also be stated that during the year a considerable sum was saved as the result of abolishing the positions held by political drones who, during the late administration had received a maximum of compensation for a minimum of service.

COST REPRESENTS PERMANENT IMPROVEMENTS.

That the increased expenditure of 1902 was not the mere cost of the department for a year but, instead, represented great permanent improvements, is to be realized from the fact that the total appropriation for 1903 is but \$17,480 more than for 1902, while the increased allowance for pay of the uniformed force also amounts to \$112,051. The Commissioner in 1902 ordered two long needed fire boats, and made extensive repairs on the old ones. Tammany had left the harbor with but little protection from fire. Mr. Sturgis also made long delayed improvements in Brooklyn fire houses.

UNIFORMED FORCE INCREASED.

The Commissioner is now proceeding with the work of increasing the membership of the uniformed force as rapidly as possible, to the end that firemen may have one twenty-four-hour day off in every five for purposes of rest and recreation—a boon which will not be begrudged to these hardworking, faithful and ever-vigilant public servants. Under Tammany they had only one day off in ten. In order to carry out this plan the Commissioner has already appointed as firemen all of the candidates whose names appeared on the existing eligible list. These men secured their appointments without paying for them.

FRAUDS PREVENTED.

This analysis of expenditures and appropriations, however, which has been made by no means represents the full difference in what the public is getting for its money. There has been no William L. Marks under this administration to exact exorbitant prices from the city for apparatus that his commission might be paid. Marks and former Commissioner Scannell are now under indictment for conspiracy to defraud the city. (See "Van Wyck's Administration," p. 27.) Just what the effect of having no Scannell and Marks to run the department is shown in Commissioner Sturgis's contracts as compared with those of Scannell's. Three striking items are these:

	Cost under Scannell.	Cost under Sturgis.
85-foot aerial hook and ladder.....	\$4,950	\$3,970
First-size hose wagon.....	940	545
Third-size steam fire engine.....	5,050	4,300

HORSES.

A most important factor in reaching the scene of fires quickly is good horses. Little attention was paid to this subject under Tammany, so that a notable addition to the efficiency of the department was the purchase by Commissioner Sturgis of so many new horses that at the close of 1902 there were on hand in the four larger boroughs 1,021 horses, as against 981 on December 31, 1901, an increase of 40. All aged, feeble and injured horses were dispensed with, so that the present stock is of the highest efficiency.

REPAIR SHOP ABUSES.

By way of removing abuses from the department Commissioner Sturgis removed Chief Patrick F. Ryan, Chief of Construction and Repairs to Apparatus, in charge of the repair shops, and a coterie of his subordinates, who, with the co-operation of Commissioner Scannell and Chief Croker, had joined in a conspiracy whereby poor material

had been accepted from contractors and used in the work of repairing engines, trucks, hose-wagons, scaling ladders, hooks and axes; poor hose had been taken at the price of the best, and large amounts of department property had been made into vehicles and harness for the private use of these two officials.

CHIEF CROKER'S CASE.

One of the most insolent acts of the former Tammany administration was forcing the retirement of former Fire Chief Bonner—recognized as probably the greatest fireman in the world. Tammany appointed in his stead Edward F. Croker, a nephew of Richard Croker, and under the Tammany administration fire insurance rates increased 200 per cent. Without taking up the doubtful validity of Chief Croker's promotion to Chief of Department, from the examination for which all other officers of equal rank were debarred by intimidation, the new administration soon found that the rule of Chief Croker was most demoralizing to the department. After a most careful trial on charges, the Chief was dismissed.

The annual report of the Commissioner thus sums up the case very effectively:

"The Chief was found guilty of having, with disastrous results, suspended the operation of one or more important and essential statutes, which it was his duty to enforce, and violating important rules and regulations of the Department which it was incumbent upon him, as the highest officer of the uniformed force, most strictly to observe. His offenses may be briefly summarized as: Incapacity, both from temperament and acquirements, to control great conflagrations; a perverted view of the obligations of a public trust, which permitted him to use City property for the use of himself and his friends; insubordination to superior authority, and, lastly, a desire for self-aggrandizement and personal power which was so absorbing as to lead him to prostitute all the powers of his great position to that end. During the three years of his incumbency he labored to establish a personal following, to the sacrifice of the welfare of the men of the Department as a whole. Friends were honored and adherents and followers favored, while others were remorselessly punished, and those who would not be subservient were made to feel the weight of his displeasure in their daily lives. His removal

lifts a baneful influence from the Department, and now that both favoritism and tyranny are removed the efficiency and contentment of the force will be increased in that degree which naturally results from opening the prizes of the fireman's profession to every man who merits them, without fear, favor or invidious preference."

It is significant to note that Chief Croker's counsel has not seen fit to try his appeal to the court against the decision of the Commissioner, although nine months have elapsed, during seven of which the court was in continuous session.

ARSON ROOTED OUT.

The success of the Fire Marshal's Bureau in coping with the odious crime of arson, to which tenement dwellers are particularly subject, and placing many of its perpetrators behind prison bars, has been one of the marked features of the present administration. The ability and skill displayed by the incumbent of the office in the boroughs of Manhattan, the Bronx and Richmond, are shown by the noteworthy results he has achieved.

ABUSES CORRECTED.

The present administration has corrected the abuse of over-crowding theatres. It has revoked the monopolistic privileges enjoyed under the former administration in violation of law by the Manhattan Fire Alarm Company. The fire alarm box system has been greatly improved by the institution of additional cables, lessening the number of boxes for each circuit. A Municipal Explosives Commission has been created, charged with the duty of making a complete revision of the laws and ordinances for the manufacture, transportation, handling and storage of explosives and dangerous chemicals.

DEPARTMENT OF CHARITIES.

HOMER FOLKS. Commissioner

One of the least objectionable appointments of Mayor Van Wyck was that of John W. Keller, as Commissioner of Public Charities. Mr. Keller had come into notice chiefly as a writer and speaker, and while no taint of corruption attaches to his personal record, his administration furnishes a striking instance of the impossibility of even an honest man conducting under Tammany a city department with advantage to the people. Mr. Keller was a victim of the system under which he operated. His unfamiliarity with business and his ignorance of modern charitable methods caused unnecessary expense to the city and lamentable suffering to the poor who came into relation with his department. He was persistently deceived by his subordinates and hampered by leaders of Tammany Hall.

AN EXPERT NAMED.

One of the most fortunate appointments of Mayor Low was that of Homer Folks as Mr. Keller's successor. Mr. Folks was distinctly an expert and not a politician. His entire training had fitted him for the office. Conspicuous among his achievements had been the drafting of a charities law for the insular government of Cuba in 1900. When appointed to his present position he was serving as General Secretary of the National Conference of Charities and Correction. His administration of the Charities Department has been a brilliant success.

POOR PEOPLE'S MONEY EMBEZZLED.

Immediately on assuming office Mr. Folks found the accounts of the court fund and the treasurer's fund to be in extreme confusion. These funds consisted of moneys

collected by the department; first, in abandonment cases; second, for the support of illegitimate children; third, for the sale of refuse material; fourth, moneys belonging to inmates in the various institutions of the department. Investigation by the Commissioner of Accounts revealed the fact that Charles A. Alden, secretary to Commissioner Keller, from 1898 to 1901, had embezzled over \$20,000 of these funds.

FUNDS OF THE POOR DISAPPEARED UNDER TAMMANY.

The Tammany Superintendent of Outdoor Poor, Blair, had handled funds belonging to abandoned wives and children. A large portion of these funds had disappeared. It was found in February, 1901, that Mr. Blair had secured possession of \$5,390 belonging to Ellen Duff, an aged woman, and when she sought through counsel to regain her money, Mr. Blair had started lunacy proceedings against her. These were stopped. She subsequently secured a judgment against Blair, which he settled after considerable delay.

NOW ON BUSINESS BASIS.

Mr. Folks immediately placed the management of these funds on a business basis. When the new plan was instituted on January 17th, 1902, only \$17.38 stood to the credit of the court fund; on December 31st, 1902, the amount was \$8,468.92; on August 31st, 1903, \$9,791.99. The department collected in 1902 for the support of abandoned wives, children and aged parents, \$88,254.39, 20 per cent. over the amount collected in 1901.

THE DYING NOW HAVE A CHANCE.

The new Commissioner found that the desire of the staffs of hospitals to keep their death rate as low as possible had resulted in a barbarous practice of transferring dying patients from one hospital to another. Hospitals under private management sent such cases to the public

hospitals, but frequently even the public hospitals vied with one another in this manner. Commissioner Folks demanded full reports to be made of all cases of patients dying within three days of their admission to hospitals. This stopped the vicious plan previously in vogue.

UNDERTAKERS' TRUST DESTROYED.

Commissioner Folks lost no time in opening fire on the "Undertakers' Trust." It was the custom for a city employee in the pay of the combine, upon the death of an inmate of one of the department's institutions, immediately to notify one of these undertakers. The undertaker then called upon relatives of the deceased, often appearing before the arrival of the "death certificate" from the hospital. If he could not persuade the relatives to employ him he invented some pretext for taking the death certificate. The department accepted his possession of this certificate as proof that he had been authorized to bury the body. If later the relatives objected, he surrendered the certificate only upon payment for "services rendered."

SWINDLES IN BURYING VETERANS.

The "Trust" habitually swindled the city in the burial of destitute veterans, for the interment of each of whom the city allows \$35. After exacting payment of funeral expenses from the family of a veteran the undertaker would collect this \$35 from the city upon affidavit the relatives could not afford payment. Commissioner Folks by most drastic methods broke up these practices shortly after taking office. The "Trust" gets few cases now.

ABUSES IN PURCHASING SUPPLIES.

Under this department is vested the control of the City Almshouse and the hospitals on Blackwell's Island. Great abuses had grown up under Tammany in the purchase of supplies for these institutions. Commissioner Folks found that the inmates of the Almshouse actually had not had enough to eat. Throughout 1901 breakfast consisted

of coffee, with a little sugar or milk, and bread without butter. For dinner, soup, meat or fish, vegetables and bread were served. For supper, tea, with a trifling quantity of sugar and milk, and bread without butter. Here was a direct effect of the system which requires that places should be provided for as many Tammany men as possible. The less the amount of money spent for food the greater the amount available for salaries.

LACK OF BUSINESS FORESIGHT.

The utmost lack of business foresight was manifested in the purchase of these supplies. In the award of contracts for one year little attention was paid to what had been actually used the previous year. In purchasing meats it was customary to contract for so many pounds of various portions of meats. Bids were received for each specification, and the total amount for all kinds bid was taken as the criterion upon which to award the contract. Later, it usually proved that the actual amounts used and paid for were of the kinds for which the total low bid had made the highest piece bid. In 1900, the bids on the basis of probable requirement were as follows: Swift & Co., \$184,788; Armour Packing Company, \$170,600; Schwarzschild & Sulzberger Co., \$168,907.50; Sayles, Zahn Company, \$168,563. To the latter firm was awarded the contract.

HOW THE LOWEST BIDS WERE HIGHEST.

Applying the bid prices per pound to the quantities actually used, the result would have been: Swift & Co., \$168,428.52; Armour Packing Company, \$152,424.02; Schwarzschild & Sulzberger Company, \$174,007.37; Sayles, Zahn Company, \$188,060. This shows that the successful bidder was actually the highest one, and that the meat purchased by the department for 1901 cost the city \$35,653.98 more than it would have done had the contract been awarded the Armour Packing Company.

AMPLE FOOD NOW SUPPLIED.

Mr. Folks secured an increase of \$200,000 for supplies and contingencies, enabling him to supply ample food to the city's wards. By a change in cuts of meats a saving of \$20,000 per annum has been effected. By purchasing meats by quarters instead of pieces a further saving of \$12,000 a year has been made. Under Tammany, officials of these institutions ate bread bought under contract from outside bakeries. Inmates had to eat bread of inferior quality made in almshouse bakeries. The city bakeries have now been made over. Officials and inmates eat the same bread. Though the quality has been much improved, the cost in all boroughs is \$5,000 less a year than before 1902.

DEPENDENTS NOT PROPERLY CLOTHED.

Further imposition was practised on the city's dependent wards through the failure to provide proper clothing. Tammany provided no white blankets for the charitable institutions during 1901, and no colored blankets after May, 1901; no children's slippers were furnished during the whole year; no white spreads were supplied from November, 1900, to November, 1901, in the Almshouse on Blackwell's Island; men inmates stated that their clothes were washed by dipping them in a tank and rubbing them with a scrubbing brush; inmates were without change of clothing for periods of five or six months; a change of socks was given about once in three or four weeks.

COMPLAINTS HAVE NOW CEASED

In 1902 clothing and bedding was supplied to all charitable institutions in reasonable quantities and of good quality. In the almshouse white crockery was substituted for the tin dishes in which it had been the practice to serve the food. That conditions have been much improved is indicated by the fact that complaints from inmates, which were formerly bitter and frequent, have ceased.

EQUIPMENT DENIED HOSPITALS

Tammany did not even supply the hospitals with necessary equipment. Early in 1902, from nearly every hospital in the department came urgent appeals for ordinary hospital appliances, without which satisfactory hospital work could not be carried on, with the statements that the same were repeatedly called for during 1901 and the requests were disregarded. All of such requests and demands have since that time been filled. The Chemist of the department obtained a ruling from the United States Treasury enabling this department, the Department of Correction, and Bellevue and Allied Hospitals to secure alcohol without paying the government tax. This resulted in a saving of some twenty thousand dollars per annum to these three departments mentioned.

CARE FOR DESTITUTE CHILDREN

This department also controls the hospitals for destitute sick and crippled children on Randall's Island. A vital necessity for inmates of these institutions is pure milk. Commissioner Folks found that the cows on Randall's Island had not been tested during the entire four years of Tammany. Two cows were found to be absolutely tubercular. Their milk swarmed with bacteria. Commissioner Folks purchased twelve cows of a breed especially recommended by experts for providing milk for sick infants and children of delicate constitution. The milk is now pure and wholesome. A visiting dentist was also appointed for Randall's Island. Heretofore the children under the care of this department on Randall's Island, numbering some 800, had received no dental care.

HOSPITALS FOR CONSUMPTIVES.

Having removed the most conspicuous abuses in his department, Commissioner Folks next undertook several monumental construction improvements. Previous to 1902 there was no separate city hospital for consumptives. On January 1st, 1902, there were 318 tuberculosis patients

scattered among Bellevue, City, Metropolitan and the Almshouse hospitals. Of these 155 occupied wards in which there were other patients, with constant danger of contagion. The others were in wards confined to the treatment of this disease, but in buildings having other wards occupied by non-consumptive patients. Realizing the great danger in this situation, Commissioner Folks immediately provided a special building for consumptive patients.

THE PRESENT ARRANGEMENTS.

Consumptives in the care of the city now get what they never had before—surroundings as well adapted to their needs as location and climate permit, and a special diet, while proper sanitary precautions tend to minimize the chances of contagion. In May of this year there were opened in connection with the Hospital for Consumptives eight tent-cottages, accommodating about one hundred patients, and it is intended to keep these tent-cottages opened during the coming winter, as it is believed that this outdoor life will prove effective in bringing these patients back to their normal condition.

BETTER TREATMENT OF INDIGENTS.

Under Tammany it had been the practice to send State paupers from the office of the department in East Twenty-sixth street to Flatbush, Brooklyn. An average of over 1,200 persons a year had been sent by wagon, a distance of several miles, in all kinds of weather, most of whom were returned therefrom in similar manner within a few days. Commissioner Folks ordered that they should be sent to Blackwell's Island. The trip to the island can be made by boat in fifteen minutes without discomfort. Not only was this hardship to over 1,200 persons per annum obviated, but incidentally the salaries of a driver and attendant and the maintenance of two horses and a wagon were obviated.

USE OF WORD "PAUPER" CONTRABAND.

To respect the feelings of dependents, Commissioner Folks promulgated an order forbidding officers, orderlies, nurses or other employees to refer to any hospital patient as a "pauper," or to address him with any term of reproach, because of the fact that such patient is unable to pay for his care and maintenance.

CONSIDERATION FOR WOMEN.

A woman has been assigned to hear privately all complaints made by women in abandonment and bastardy cases in the office of the Superintendent of Outdoor Poor. Heretofore, these statements have all been made to the Superintendent publicly. Husbands who neglect to support their families have been followed more vigorously than before.

OTHER INTERESTING IMPROVEMENTS.

These are the achievements of the Fusion administration in its department of public charities. In a recent address, Commissioner Folks thus summarized some of the minor improvements:

We have collected all the feeble-minded and idiotic children in the Department in institutions adapted to their care on Randall's Island. We have sent all the able-bodied male epileptics to the New York City Farm Colony in the Borough of Richmond. We have doubled the ferry service to Blackwell's Island, and also that to Randall's Island substituting a steam ferry for an open rowboat for the latter service. We have opened two new hospitals in the Borough of Brooklyn, one late in June, 1902, with a capacity of 200, and one in October, 1902, with a capacity of 15. We have given eighteen excursions to the children and mothers and babies in Randall's Island institutions last summer, taking them for a sail in one of the Department's boats ten miles up the sound and return. We gave the inmates of the Home for the Aged and Infirm a band concert every alternate Saturday afternoon during July and August. We have placed a skilled alienist in charge of the pavilion for the observation of alleged insane at the Kings County Hospital.

OUR GREATEST SAVING HAS BEEN SAVING OF HUMAN SUFFERING AND HUMAN LIVES, AND THIS WE BELIEVE TO BE THE BEST ECONOMY.

DEPARTMENT OF WATER SUPPLY, GAS AND ELECTRICITY.

Splendid Work in Collecting City's Revenues.

ROBERT GRIER MONROE.....Commissioner

A notable advance has been made by this department under Fusion toward the municipalization of the city's lighting. But for the opposition of Tammany members of the State Legislature, an act providing for a public lighting plant, for which there was an unmistakable demand, would have been passed at the session of 1903.

NECESSITY FOR MUNICIPAL PLANT.

During the current year taxpayers must pay \$3,306,-346.23 for public lighting. Under present conditions this sum is likely soon to reach \$5,000,000. The reason for this is that the lighting of the city is in the hands of a monopoly which pays dividends on a large amount of watered stock. The Commissioner found that in the bids for lighting this year there was no competition whatever for the different specifications. He found also that these bids were at a much higher rate than is paid by other leading cities for their lighting supply.

RESPONSE TO PUBLIC DEMAND.

After a careful examination of the whole subject, a bill was presented to the Legislature permitting the citizens of New York to build a municipal lighting plant, if they so desired. Two hearings on the proposition were held at Albany, and in one of them no one even appeared to oppose the measure. At the other, the trust made a perfunctory show of opposition. It was shown by Commissioner Monroe that other cities were maintaining a municipal lighting plant at great advantage to the public.

Public interest in the measure was widespread. A large number of influential civic bodies were represented at the hearings at Albany.

TAMMANY OPPOSITION.

When the matter came before the Legislature for a vote, however, certain Democratic Senators appeared in conspicuous opposition to the measure, Senators McCarren, of Brooklyn, and Martin, of Manhattan, being especially active, though for reasons which they did not disclose. The seven Senators from the city who joined with the Senators from the rest of the State in defeating this measure, so urgently needed by the city they were chosen to serve, are all Democrats of the Tammany and Willoughby street organizations. They are Martin, of Manhattan; McCarren, McCabe, Wagner, Whitlock, and Cullen, of Brooklyn; and Keenan, of Queens. It is worthy of note that these seven Senators from the city, if they had voted for the bill instead of against it, could have secured its passage by the Senate, and, if the Senate had acted favorably, the influence of that action upon the Assembly, where a vote was taken on the following day, might have secured a different result there.

TAMMANY AND RAMAPO.

This action of Tammany representatives seems entirely consistent with the effort of William Dalton, the former Tammany Commissioner of Water Supply, to foist upon the city the Ramapo water contract, binding the city to pay in forty years \$200,000,000 to a private corporation. Commissioner Monroe in this matter has made a distinct advance toward municipal ownership. The foundations have been laid, and the public demand will unquestionably assert itself in the near future.

THE WATER REVENUE.

The Fusion administration found that the city's water revenues had under Tammany been collected in a very

careless manner. In many quarters it was discovered that there was a regular plan of stealing the city's water. The present administration has persistently broken up all the frauds that could be discovered and obtained a settlement for the water taken.

The infusion of business methods into the collection of water revenue has resulted in a remarkable increase of collections.

SIMPLE BUT EFFECTIVE IMPROVEMENTS.

The improved methods have been of the simplest character: better organization of the working force, more rigid inspection of property, careful attention to all accounts, allowing no account overdue to remain unattended to by reason of favoritism, political pull or otherwise, and the breaking up of frauds. The metering of large consumers has been extended, and meter readings throughout have been taken more frequently. Good service has also been rendered to the many owners of small properties by establishing the custom of sending bills promptly, thus giving full opportunity to avoid penalties.

COMPARATIVE COLLECTIONS.

Tammany collected \$8,085,191.73 water revenue in 1901; Fusion collected \$8,888,931.20 in 1902, an increase of \$803,739.47, or nearly 10 per cent. The collections for 1903 are showing an increase over those even for 1902. From January 1st to July 31st, 1903, the increase is \$322,772.92.

IMPROVING AND INCREASING WATER SUPPLY.

To provide for the water needs of New York City in the distant future this administration has appointed a commission to investigate the whole subject, and before the end of 1903 it is likely that this commission's work will have resulted in the making of adequate arrangements for the future.

In former administrations there was no regular patrol

of the Croton watershed. The present administration has established a complete sanitary patrol with an engineer-in-charge. This engineer has been provided with a surveying party and topographical draughtsman, and the force is now at work preparing for the disposal of sewage at Mount Kisco, Carmel and other places, and in locating nuisances wherever found, and promptly reporting them to the Health Department for removal.

THE BRONX SUPPLY IMPROVED

To provide adequate water supply for the Borough of the Bronx, the department in 1903 acquired the property of the New York and Westchester Water Company. This company has been supplying all the territory in the Bronx east of the Bronx River. Their service was inadequate; the condition of their plant was very poor, and their pumping stations were run down. Immediately upon taking possession of the plant, the department vigorously took up the work of repairing hydrants, mains, valves, etc., and a new repair company was established devoted exclusively to this work. Connection of this distributing system with the city mains west of the Bronx River is being effected by mains in Bear Swamp Road, Pelham Parkway and 233d street. The mains in Bear Swamp Road are now completed, and water is about to be turned into a large section of this territory.

MANHATTAN'S FACILITIES INCREASED.

In the Borough of Manhattan the department has taken measures to improve the distribution in the East Side and Murray Hill districts, where, owing to the great increase of population, the consumption of water had gone far beyond the capacity of the pumps. During the last seven years very few and small repairs had been made on the pumps in the three stations supplying this section, and they were in very bad condition. The work of making repairs was started as soon as possible. The ten million gallon

pumping engine at the Ninety-eighth street station was almost unfit to run. This is now in good condition. Very recently one of the seven and a half million gallon pumps at this station broke down while in service. It has now been completely repaired.

NEW DISTRIBUTING MAINS.

By the close of the present year contracts will have been let for additional mains in Manhattan and the Bronx, to cost \$1,134,000. A large force of men is already at work laying new mains. Arrangements have been made with the Metropolitan Street Railway Company whereby on all their extensions of track they are laying new mains for the department without cost, the department furnishing the materials. In this way the water supply in congested districts of Manhattan has been reinforced with comparatively small outlay. A large part of the amount of money saved through this arrangement will be expended in developing the distribution system on the Bronx, made necessary by the rapid increase of population in that borough.

BROOKLYN SAFEGUARDED.

Brooklyn has for many years been subjected to an annual "water scare." Tammany took no effective means to stop this annual recurrence. The present administration has made preparations to increase Brooklyn's water supply to such an extent that the most unfavorable season will have no dangerous effects. With the completion of modern mechanical filtering plants now being erected, and of two new filter beds and three infiltration galleries, which latter are expected to be in operation before the summer of 1904, an additional supply will be obtained for Brooklyn of about 25,000,000 gallons a day; which will be ample until the question of the ultimate supply for the borough, now under consideration, shall have been determined. In addition to increased provision for water supply in

Brooklyn, extensive contracts have been let by the present administration for improved distribution in that borough. Contracts have been let for the construction of large mains along the water front and in the dry goods district, where there was the greatest demand for additional supply and pressure.

QUEENS NOT NEGLECTED.

The Fusion administration inherited strange possessions in the water supply of Queens. The pumping station in Long Island City had become virtually useless. The distribution system was a distinct misfit, ten-inch mains often being fed through six-inch pipes. The whole distribution system has now been remodeled. In 1902 contracts for $11\frac{1}{4}$ miles of distributing mains were let. The pumping stations have been made over.

REMOVAL OF ABUSES.

Tammany Hall took no steps to remove the overhead telephone wires on the west side, which for so long had been an eye-sore. All of these will be underground before January 1st, 1904.

Tammany hid the public records of this department from the public. These records are now accessible to any one, even if he is seeking evidence to make good a legal claim against the city.

Tammany distributed a large number of tickets on the Long Island Railroad, presumably for employees but really for "friends." These tickets cost the city \$12,871 in 1901. They cost \$7,546 in 1902 under Fusion.

The old imposition of compelling taxpayers coming to pay their water bills to wait in line from fifteen to twenty minutes after they had succeeded in reaching the cash window and had handed in their bills has been abolished. This time of detention has been cut down to a quarter of a minute.

TENEMENT HOUSE DEPARTMENT.

The First Effective Legal Champion of the Interests of the Poor.

ROBERT W. DE FOREST. **Commissioner**

This department came into existence under the new charter at the time the present administration took office. Mayor Low appointed its first Commissioner. More than 2,500,000 people—more than two-thirds of the population of Greater New York—live in tenement houses, and there are more than 80,000 such houses in the city.

The creation of this department was a recognition of the fact that the physical and moral welfare of this vast number of tenement dwellers was a matter of so great importance that municipal duties toward them should be concentrated in a single department specially organized to perform them. The department supervises the erection of all new tenements and the making of all alterations in old tenements. In all tenements, new and old, it enforces the health laws, many fire and police regulations, and the Tenement House law.

"NEW LAW" TENEMENTS A SUCCESS.

These new tenements, at first experimental, have been built in increasingly large numbers. In the year 1902 six hundred and forty-three (643) new law tenements were built at an estimated cost of over \$20,000,000. Within the first six months of the present year plans have been filed for a still larger number (699), at an estimated cost of \$20,837,270. They have proved successful from the tenants' point of view because many tenants for the first time have been able to get apartments with light, air and sanitary conveniences. They have been equally successful from the landlords' point of view because they have been fully occupied from the time of completion at remunerative rents.

NO DARK ROOMS.

They differ from the old law tenements in having no dark rooms ; in having no rooms which do not open directly to the outer air ; in having all rooms opening either on the street or the yard, or large courts ample in size with fresh air entrances at the bottom, and in having fireproof stairs and hallways, and in having fire escapes in every apartment which are not mere ladders, but in stair form with handrail. They all have separate water-closet for each apartment.

THE "OLD LAW" TENEMENTS.

The greater number of the old tenements have dark rooms without any windows opening to the outer air, narrow air-shafts, frequently not so wide as two and a half feet, enclosed on all sides with no opening except at the top, without any intake of air at the bottom, and have no adequate fire protection either in stairs, hallways or fire escapes. They have a common water-closet, which is used by several families.

HOW TAMMANY "ENFORCED" THE LAW.

What this means, by way of contrast, is illustrated by the report of the New York State Tenement House Commission of 1900, with regard to the enforcement of the tenement law in New York during the last Tammany administration. Out of 333 tenement houses in course of construction which were inspected in the Borough of Manhattan, only fifteen were found in which there were no violations of the law. In the other boroughs there was no house found in which there was no violation. Thirty-one per cent. of the tenements examined occupied more than 75 per cent. of the lot, the extreme limit of discretion given to the Building Department under any interpretation of the law. Where the law required that the floors of the public halls, stairs and walls enclosing stairs should be of slow burning or fireproof construction, 67 per cent. of the floors, 97 per cent. of the stairs and 50 per cent. of

the walls enclosing the stairs were constructed of wood. This was the situation in the Borough of Manhattan. In Brooklyn these percentages were 65 per cent., 100 per cent. and 70 per cent. respectively.

SANITARY LAW NOW ENFORCED IN TENEMENT HOUSES.

This is done by periodic inspection of all tenement houses, which is more frequent for those of the lower grade. It is also done in response to complaints, which sometimes aggregate nearly one thousand a week, each one of which is carefully and promptly examined. In this direction lies the most onerous work of the department, and that which has brought it in closest relation to the working classes and into co-operation with them. No other city department touches the masses more nearly, and none other is more dependent upon them for co-operation in enforcing the laws. It deals with the most unfortunate and unenlightened.

HELPLESSNESS OF THE POOR.

The dwellers in tenements are, for the most part, too busy fighting in a strange land the unending battle against poverty and disease to have much time for politics. It is not strange, therefore, that in the past they have been pliant tools in the hands of unscrupulous leaders using them for their own ends. Hitherto their only redress has been in appealing to the Health Department. Under Tammany, however, that was a standing menace to the poorer classes. Many inspectors, in their search for "graft," always took the landlord's side, and things were so bad that the tenants complaining to the authorities were almost sure of eviction.

TENEMENT DWELLERS CO-OPERATE.

It took the tenement dwellers some time to learn that the new tenement badge was not another emblem of persecution, and that the new department seriously intended

to do it.

to enforce the laws. As soon as this fact was recognized the response was immediate and overwhelming. As a result of the confidential relations established between the government and the governed the information concerning infractions of the law has come largely from the tenants themselves. Badly scrawled notes, wonderful in orthography and dialect, began to flow by hundreds into the Tenement Department. *For the first time in the city's history the people have had an effective champion against the dangers that lurk in defective drain pipes, inadequate fire-escapes, dark and filthy halls, against countless outrages which they have hitherto suffered in silence.*

HEALTH OF TENEMENT DWELLERS.

The death rate for 1902, the first year of the Fusion administration, was 18.7 as against 20.0 for the previous year. The death rate for the corresponding quarters of 1903 is still lower. This death rate not only gauges the number of deaths but the healthfulness of the community. The Tenement House Department is virtually the Health Department for all tenement house dwellers, who comprise over two-thirds of the population of New York, and the decrease in the death rate and increase of healthfulness in this part of the population, so far as it is due to more sanitary home conditions, results from the work of the Tenement House Department.

SUPPRESSION OF PROSTITUTION IN TENEMENT HOUSES.

One result of the establishment of this department with its new powers for the suppression of prostitution in tenements has been the practical elimination of abandoned women from these buildings. How deeply that terrible evil concerned the great mass of people need not be repeated. In 1901 the Committee of Fifteen found, in one police precinct not more than a mile square, sixty well known centers of prostitution in tenement houses. The employees of these houses openly cried their wares upon the streets,

and the children of the neighborhood were given pennies and candy to distribute the cards of the prostitutes. That Committee, during the brief period of its activity, secured evidence of the existence of over 300 separate disorderly apartments in tenement houses in this city.

GREAT POPULAR RESPONSE.

The rich man on Fifth avenue can usually protect his family against this evil, but the workman on the east side, whose family must live in the tenements and whose children are thus subjected to surroundings and temptations which he cannot avoid by his own action, as can the resident of Fifth avenue, cannot take care of himself, and justly claims protection from evil and contamination. The Tenement Department was granted unusual powers to combat this evil, but the success of the movement would have been impossible without the aid of the tenement dwellers themselves. As soon as they realized that this new municipal force, instead of encouraging for a consideration the contamination of their homes, intended to rid them of the abomination, the tenement public assumed the chief burden of the work.

THE NET RESULT OF THE NEW LAW

By co-operation between the officials and the outraged citizens of the east side, in a few months the shocking vice was practically driven out. The people communicated freely with the department, gave information as to just where the offenders could be found, did work that would otherwise have required a most elaborate and expensive detective force. Prostitution has existed in tenement houses for fifty years. Under previous administrations it has always been looked upon as an inevitable incident of tenement life. It is now readily and promptly suppressed in tenement houses whenever and wherever it is found to exist.

DEPARTMENT OF DOCKS AND FERRIES.

Remarkable Progress in Rooting Out Abuses and Getting Big Results.

McDOUGAL HAWKES.....Commissioner

The Department of Docks has been a source of graft for politicians from the date of its organization in 1870 during the days of Tweed. When bosses have needed money they have turned their longing eye toward the water front. This department has jurisdiction over the whole water front of the Greater City, embracing more than four hundred miles. It has charge of a property valued at over \$100,000,000. It collects revenues of over \$3,000,000 a year. Its transactions are of vital interest to the commerce of New York.

NO SYSTEM UNDER TAMMANY.

When Commissioner McDougall Hawkes assumed control of the department on January 1st, 1902, he found that there was no system in the way the work was done. Everything was helter-skelter. The first thing he did was to classify the work of the department, and divide it into three branches, namely: The Bureau of Construction and Repairs, the Bureau of Superintendence, and the Bureau of Accounts.

GOOD RESULTS FROM REORGANIZATION.

The principle of undivided responsibility carried into each bureau had produced, among other results, an altogether unprecedented increase in "general wharfage" collections of 23.17 per cent. in one year, without any increase of rates; a large decrease in the expenses of cleaning, and a decrease in many items of construction, for example, that of towing from \$43,334.25 to \$15,163.69 in eighteen months; an increase in receipts for occupation of depart-

ment property, such as in the case of sand storage of 283.45 per cent., and in the case of dumping-boards in existence December 31st, 1901, and redispensed of to the highest bidder since January 1st, 1902, an increase of 386 per cent.; while at the same time economies and readjustments in the salary list, without doing injustice to any efficient employee of the department, amounted in the Bureau of Accounts to 22 per cent.; in the Bureau of Superintendence to 20 per cent.; and in the secretary's office to 18 per cent.

TAMMANY DOCKMASTERS' SINECURES. I

One of the most unsatisfactory branches of the work known to exist when the present administration entered upon its duties was that of the dockmasters. It was found that the city water front was divided by the Tammany Dock Board into twenty-seven dockmasters' districts. One was composed of Richmond County, yet careful inquiry revealed the fact that the city owned hardly any property there at all. There was a dockmaster to attend to what the city did not own.

EACH DISTRICT EXPENSIVE.

Each of these twenty-seven districts costs the city about \$2,450 a year to maintain, and in examining into the financial results accomplished during the year preceding January 1st, 1902, it was found that of these twenty-seven districts seven added by the Tammany Board to provide jobs for loyal "statesmen" failed to yield the city as much as \$600, though costing \$2,450 each, as stated; one of them yielded only \$12; another \$18.38. Nearly one-fourth of the total force of this class of employees were tried and dismissed, while, at the same time, the dockmasters' districts in the city were reduced from 27 to 20 by consolidation, without in any way impairing the service.

CHEAPER TOWING.

One of the larger items of expense in this department is

that of towing. In 1901 the city expended in towing nearly \$32,398.56. Every foreman of a department was telephoning to a towing company for boats. By stopping all that, by compelling them to send all orders through the Commissioners' office, the cost of towing was reduced to \$14,581.32 in 1902.

RECREATION PIERS.

The department is now erecting a new recreation pier, which will be completed this year, at the foot of Market street, East River, in front of one of the most highly congested districts of the city, and is bringing condemnation proceedings for an additional recreation pier for Brooklyn at the foot of Hamilton avenue. At the present moment there are six of these piers in existence in Manhattan, the construction of all of which were started while E. C. O'Brien was President of the Board of Docks under Mayor Strong. Tammany began none of them, and has not added a single recreation pier to those of Mayor Strong; the old city of Brooklyn before consolidation started the recreation pier at the foot of Metropolitan avenue.

As against the privileges enjoyed by the Ice Trust under Van Wyck, ice bridge privileges have, under this administration, been granted to any responsible applicant whenever possible, and dumps allotted to highest bidders, instead of being leased to favored parties and at greatly increased revenue. Dump foot of Thirtieth street leased under Tammany for \$750; during this administration \$6,700. Foot of West Forty-third street, leased under Tammany for \$1,800; this administration, \$5,700. Dump at Twenty-ninth street, North River, under Tammany, \$750 a year; at Thirtieth street, North River, under this administration \$18,800 a year.

CITY'S RIGHTS PROTECTED.

No unrestricted grants of land under water are being made as heretofore; all grants now reserve to the city the

right to reacquire the land upon payment of the original cost, plus the value of improvements. The cost of cleaning Manhattan wharf property for the eighteen months ending June 30th, 1902, was 7.8 per cent. below what it was in 1901, when Tammany heelers had to get jobs.

GREAT ECONOMIES.

Economies in all the large items of expense of the department have been enormous.

Dredging for repairs and maintenance, which is a dead loss to the City, for the eighteen months ending with the Tammany régime on December 31, 1901, cost.	\$265,975.94
For eighteen months during this administration, ending June 30, 1903, cost.	86,048.95
Sprinkling, for the eighteen months ending with the Tammany régime.	9,416.53
For the eighteen months of this present administration.	3,894.41

THE CHELSEA IMPROVEMENT.

Commissioner Hawkes has undertaken the prosecution of the largest water front improvement ever projected by the city—the Chelsea Section, extending from Twenty-third street, North River, southerly to Bloomfield street at the new West Washington (Gansevoort) Market, has become possible.

This improvement will add over three miles to the city's water front and will mark this administration as Mayor Strong's administration was marked by the Gansevoort Improvement extending southerly from the new West Washington Market, comprising the piers occupied by the Cunard, Leyland, Wilson and White Star lines. The piers in the Chelsea Improvement will be either 800 or 1,000 feet long (the longest Manhattan pier at present being 725 feet).

DEPARTMENT OF BRIDGES.

Intelligent Care Now Bestowed on All the City's Bridges.

GUSTAV LINDENTHAL.....Commissioner.

As against the exclusively political considerations which controlled the operation of the Department of Bridges under Mayor Van Wyck, Mayor Low appointed for the new head of the department a member of the Institute of Civil Engineers of London, of the American Society of Civil Engineers of New York, of the Canadian Society of Civil Engineers of Montreal, of the Civil Engineers' Club of Cleveland and of the American Association for the Advancement of Science. Under Commissioner Lindenthal the department has been carried on strictly as a technical engineering department. The Commissioner acts as his own chief engineer. "The idea of having a bridge commissioner," said the Commissioner recently, "who is totally ignorant of bridge construction, aided by a chief engineer at a higher salary than that of the Commissioner, is incompatible with good business principles."

REORGANIZATION.

Under former Commissioner Shea and the East River Bridge Commission, the engineering staff was composed of about 70 men. Of these 30 were assistant engineers of various grades. The engineering force now numbers only 60 men, of whom 26 are assistant engineers. The bridges, in each borough, formerly in charge of a Deputy Commissioner, appointed because of political influence, are now under the direct supervision of the Borough Assistant Engineers under Civil Service Rules and Regulations. In Richmond Borough, under the old régime, a

Bridge Superintendent and a Bridge Inspector drew salaries amounting to \$2,100 to supervise the work of two bridge-tenders, each drawing \$600 a year.

ARCHITECTS CONSULTED.

Commissioner Lindenthal instituted the idea that a bridge should be built not only for utility, but with a view also to expressing architectural beauty and dignity. Before 1902 the city had never employed architects to assist the engineers in designing the bridges and bridge approaches. The Commissioner engaged Henry Hornbostel, an architect, to design the architectural features of the Blackwell's Island and the Manhattan bridges.

BROOKLYN BRIDGE INSPECTED.

As against the carelessness and criminal mismanagement of Tammany, which resulted in serious breakages on the Brooklyn Bridge in the summer of 1901, Commissioner Lindenthal instituted a daily systematic inspection of the Brooklyn Bridge. A plan has been adopted for adding four more loops for trolley tracks at the Manhattan end of the bridge, the Brooklyn Rapid Transit Company having agreed to pay for this improvement. A material increase in train service on the bridge has been secured from the Brooklyn Rapid Transit Company, and over four hundred car round trips have been added to the daily service.

WILLIAMSBURGH BRIDGE.

The completion of the Williamsburgh Bridge is being pressed, so that it is expected that this bridge will be open to traffic on December 1st, 1903. The wisdom of the department in insisting upon a fire-proof flooring for this bridge has been demonstrated by the recent fire.

PROVISION FOR FIRE-PROOF ROADWAYS.

One of the most serious errors of Commissioner Shea and the East River Commission was the neglect to make provision for fire-proof roadways. On the Williams-

III

bridge, Manhattan and Blackwell's Island bridges, Commissioner Lindenthal has provided for a construction of roadways and foot-walks which shall be practically fire-proof.

DRAWBRIDGES REGULATED.

Commissioner Lindenthal has adopted stringent methods regulating the duties of employees on drawbridges, with a consequent prevention of the confusion to commerce so notable in the past.

NO "GRAFT" IN UNIFORMS.

Several hundred employees of this department are required to use uniforms. During Commissioner Shea's administration, a certain contractor was designated as the person from whom the department employees should order their uniforms. This contractor had similar dealings with the Police and Fire Departments. Under the new administration the employees were permitted to select their own contractor and to contract on their own terms for their uniforms.

ECONOMY EFFECTED.

Commissioner Lindenthal has realized great economies in the purchase of supplies. All requests are now made to him and not to Deputy Commissioners, as in the past. Exclusive of the reduction in expenses through cutting off the superfluous Deputy Commissioner and engineers, the salary list of the department has been cut down about \$87,000, approximately 12 per cent.; at the same time no salaries in the lower grades have been decreased, and in some deserving cases they have been raised.

DEPARTMENT OF CORRECTION.

Fusion's Restoration of the Dilapidated Plant Bequeathed by Tammany.

THOMAS W. HYNES.....Commissioner.

Tammany left the penal institutions of the city in need of repair and in a very unsanitary condition. In spite of the large expenses of maintaining the department, there was not a building that it was not necessary to renovate throughout. The extensive improvements that have been found necessary under Commissioner Hynes, disclose the great neglect of the former Commissioner, Francis J. Lantry, Tammany leader of the Twenty-second Assembly District. Even the work of constructing the new city prison (Tombs) was permitted to lag and was at a standstill for nearly two years, because of a disagreement between the architects and others employed on the building. This improvement had been begun under the Strong administration. Commissioner Hynes, however, brought order out of chaos and the building was finally completed and opened for inspection on December 17, 1902. The work on the new Administration Building, on Blackwell's Island, was also very much behind when the administration changed hands. This building has also been completed.

IMPROVEMENTS MADE.

Improvements and changes for the betterment of the Department are now manifest on every side. In the District Prisons alone can be seen an evidence of this. The buildings have been thoroughly cleaned and painted throughout, new plumbing, where needed, installed, and shower baths introduced in four prisons. Owing to the

unclean condition of many prisoners when received, there was great and obvious need for these baths—a need to which Tammany had paid no attention.

WORKHOUSE OVERHAULED.

The Workhouse on Blackwell's Island has been painted throughout, twelve slate bath stalls with overhead showers, have been placed in the women's prison, removing the indecency of bathing twelve women prisoners in an open room at the same time, as had been the custom there for many years previous. The sash window frames of this prison had become so badly decayed that they were insecure and 723 of them are now replaced by new ones. New ventilators have been built on the roof of the building. This prison—both male and female—was found very much overcrowded. To relieve this condition, about 200 female prisoners were transferred to Hart's Island, where vacant, but substantial, buildings were being permitted to go to decay and ruin.

BOYS CARED FOR SPECIALLY.

Under Tammany, the boys between 16 and 21 years committed to the Workhouse had been sent to Blackwell's Island. There they were subjected to most vicious and demoralizing associations. The Fusion administration removed these boys to Hart's Island and established a Reformatory School. These young prisoners are now treated with the utmost consideration, surrounded with elevating influences, instructed by a public school teacher and assisted in every way to become respectable citizens of the community.

RIKER'S ISLAND RECLAIMED.

Under Commissioner Hynes, and at his suggestion, the filling in of Riker's Island, with material collected by the Street Cleaning Department, which had been stopped under Tammany, was resumed, thereby not only saving the city thousands of dollars, but making new and valuable

land for city purposes. The filling work was stopped under the Tammany administration in order to provide favored Tammany contractors with the work of carrying the ashes to sea, and thereby furnishing patronage to leaders. Thirty acres of land have been made at Riker's Island, of an estimated valuation of \$10,000 an acre. One hundred and fifty male prisoners were transferred from the Workhouse, Blackwell's Island, to work on the filling-in, thus further relieving the congested condition of the Workhouse. This improvement like the many others made by Commissioner Hynes, was done at very little expense to the city. The buildings on Riker's Island had been erected in 1897, but with one or two exceptions had never been occupied before.

INCREASED REVENUES.

This Department also controls the Kings County Penitentiary. During the year 1901 the value of manufactured articles was \$51,000. During 1902 the value of the output increased to \$80,000, while for the first six months of the current year, the value of manufactured articles turned out from this Penitentiary has been \$57,000, which is \$6,000 more than the receipts of the Bureau for the full twelve months of 1901. This increase is largely due to the circulation of catalogues, by the Department of Corrections, showing articles manufactured, with prices, among the various departments of the city government.

The increase in the net cost of the Department was only \$1,000 in 1902. Considering the extensive improvements that have been made in the institutions, and the excellent condition in which they are now, is a remarkable showing. Then again, in 1902, the census at the prisons was the largest in the history of the Department, which necessitated an increase in the supplies.

DEPARTMENT OF PARKS.

Real Attention Given to the Needs and Interests of the Children.

WILLIAM R. WILLCOX Commissioner

Mayor Low, not long since, stated that one of the first objects of his administration was to care for the children of the city. Some years ago Charles B. Stover, president of the Outdoor Recreation League, asked a Tammany Commissioner of Parks to let him make a children's playground in Tompkins Square. The commissioner's astonishing reply was:

"I have no authority to provide privileges for any special class of people in the city of New York."

CHILDREN'S PLAYGROUNDS.

The Fusion administration regards children as a special class of people for whom every privilege should be provided. Under Tammany Hall not a single children's playground has ever been opened in any of the parks. This year the city had eight playgrounds in its parks. Seward Park was the first of the series to be fitted up with playground apparatus. Similar playgrounds were equipped in Hamilton Fish Park, Tompkins Square Park, Battery Park, DeWitt Clinton Park, Corlears Hook Park, Hudson Park and John Jay Park.

NEW PARKS OPENED.

Under the Van Wyck administration of four years but one public park was opened—Hamilton Fish, and the money for that was voted by the Strong administration; under the Low administration of two years four new parks have been opened and several others virtually made over.

TREES PROTECTED.

When Tammany relinquished power there was very general complaint at the inadequate manner in which the

trees and shrubbery of Central Park were being protected from insects. The new administration promptly addressed itself to the elimination of this evil, and in the summer of 1903 the Tussock moth was completely exterminated.

RENTS COLLECTED.

The Park Department collected \$6,554.40 in 1902 for back rent from the New York, New Haven and Hartford Railroad, which had been using a portion of the water front of Thomas Jefferson Park. This land was acquired by the city February 16th, 1900. Although the railroad had regularly paid rent for the use of this property prior to that date, immediately upon the acquisition of the property by the Tammany administration, for some unaccountable reason, the demands upon the railroad ceased.

CITY AQUARIUM.

Tammany Hall made the City Aquarium a place for political sinecures. In 1898 the management of this institution was placed in the hands of a man of no experience fitting him for this work. The Tammany administration denominated this person "Superintendent of Small Parks," although the incumbent had nothing whatever to do with any of the small parks. The present administration placed the institution in the hands of the New York Zoölogical Society, which has managed with such great success the New York Zoölogical Park.

CENTRAL PARK LAKES.

Such had been the neglect by Tammany of the drainage of the Central Park lakes that early in 1902 the Board of Health issued peremptory orders that immediate steps should be taken to improve the condition of these waters. Investigation revealed that in many instances, public toilets in Central Park drained directly into the park lakes, contaminating the water and making the pools and ponds dangerous to the public health. The Board of Estimate

and Apportionment of this administration has appropriated a sufficient sum to undertake this work.

BROOKLYN PARKS IMPROVED.

In Brooklyn, the park sites acquired under previous administrations and left practically untouched, were vigorously developed and improved. Seaside Park, at the foot of the Ocean Parkway, had been left unimproved for twenty-five years. The Commissioner, in forty-three working days, at a cost of about \$30,000, reclaimed this tract and made it a popular resort which has been frequented by multitudes of people every clear day since its opening. Highland Park, adjoining Ridgewood Reservoir, the only available breathing place of the vast East New York section, has been laid out and completed. Clinton Park and New Lots Playground, purchased in 1894 and since unimproved, the only park spaces of the Brownsville section, were ready for use January 1, 1903.

OCEAN PARKWAY RECONSTRUCTED.

Ocean Parkway has been reconstructed the entire distance to Coney Island in a manner similar to that employed on Fort Hamilton avenue, while portions of the Eastern Parkway have been macadamized and the general standard of the whole Park system of the borough has been enormously improved. Ocean avenue on the easterly side of Prospect Park has been macadamized and drained, a disgraceful mudhole being transformed into a magnificent boulevard.

QUEENS PARKS OVERHAULED.

Queens Borough parks have been overhauled and were in proper condition for public occupancy in the summer of 1903.

WORK IN THE BRONX.

In the Borough of the Bronx, extraordinarily effective work has been done on the parks. Commissioner Eustis

has aroused great enthusiasm over the splendid improvements he has made in Bronx and Van Cortlandt Parks. He has made the public golf links in the latter park as beautiful as any club links in the country. He has also effected great economies in the management of his department. This is a sample of them:

DECREASED EXPENSES.

In the Engineering Department the amount spent in 1901, which included the Chief Engineer's salary of \$4,000 for the whole year, was.....	\$40,304.76
The amount spent for the year 1902 was.....	20,877.97
Adding to this the amount of the Chief Engineer's salary for two-thirds of the year.....	2,666.66
Makes the whole amount for 1902.....	\$23,544.63
As against the amount in 1901.....	40,304.76
A saving of almost 50 per cent.	

This reduction has been gradual after the beginning of the year, and at the present time the average expense of this department has been reduced to \$1,000 per month, which, for 1903, will bring the expense to only one-third of that in 1901.

In the matter of superintendence, which includes the salaries of the superintendent, assistant superintendents, foremen, cleaners, janitress, helpers, etc., there has been a gradual reduction from the beginning of the year, and a comparison of the expenses of the month of December will show the relative saving in this department.

In December, 1901, the amount paid for this Department was	\$2,683.16
For December, 1902, the amount paid was only.....	1,332.50
Which is a saving of over 100 per cent.	

NEW PUBLIC COMFORT STATIONS.

Contracts have been let for five new public comfort stations, and the work is now being carried out for the complete renovation and rebuilding of about one-half of the public comfort stations in the various parks.

BOROUGH IMPROVEMENTS.

Borough of Manhattan.

JACOB A. CANTOR.....Borough President.

These facts stand out conspicuously in the Fusion administration of the Presidency of Manhattan Borough:

- (1) The very large amount of pavement laid at a greatly reduced price per yard.
- (2) The installation of street signs.
- (3) Reduction in the cost of administering his bureau, notwithstanding the very great increase in the number of improvements.

NEW AND IMPROVED PAVEMENTS.

When the Fusion administration assumed office it was found that pavements in residential districts had been almost totally neglected. Utilizing appropriations made by the Board of Estimate and Apportionment, President Cantor has made contracts which, before the end of 1903, will secure the paving of nearly every residence street in this borough.

COST LARGELY REDUCED.

The forms of contracts and specifications for paving and repaving streets have, under this administration, been so improved as to allow free—not sham—competition, and the reduction of the period of maintenance—so troublesome in the past—from fifteen to five years. As a consequence, while the average price for sheet asphalt paid in 1901 was \$2.44 per square yard, the contracts of 1902 show an average price of only \$1.10 per square yard. The average price per square yard for asphalt pavement in 1901 was \$2.58; in 1902, \$1.80. In 1901 the average price for maintenance and repairs to asphalt pavements was \$2.35 per square yard for wearing surface, and \$2.60 for standard pavement; in 1902, the prices were, respectively,

89 cents and \$1.49, with no deterioration in the quality of material furnished. This statement shows the difference between the amount of paving done and its cost under Fusion, as compared with Tammany:

	Miles of pavement laid.	Cost.
During 1900.....	21.18	\$1,147,881.08
" 1901.....	18.36	1,319,674.62
" 1902.....	29.56	1,198,395.91

Contracts have been made for the paving of 45 miles of streets in 1903—two and a half times as much as was done in the last year under Tammany. Three times as many square yards of pavement repairs were made in 1902 as in 1901.

INSTALLMENT OF STREET SIGNS.

The absence of street signs in this borough at the close of four years of Tammany was notorious. In the campaign of 1901, the Fusion candidates pledged themselves, if elected, to rectify this evil. At the present time, most of the principal streets of the borough have been supplied with signs. The contracts provide that every sign must show distinctly the name of the street at all times of the day and night. *These signs will be supplied throughout the borough before the end of this year.*

ECONOMIES.

The following tabulation shows what this administration has accomplished in the way of procuring necessary supplies at reduced prices:

Articles.	Prices paid.	
	1900-1901.	1902.
Padlocks (large), per dozen.....	\$8.50	\$3.75
Padlocks (small), per dozen.....	5.50	2.00
Lanterns (no globes), per dozen.....	6.00	4.20
Iron barrels, per dozen.....	81.00	60.00
Picks (no handles), per dozen.....	6.00	4.50
Axes (with handles), per dozen.....	8.00	6.00
Portland cement, per barrel.....	2.30	1.59
Rubber boots, per pair.....	6.00	4.25

The appropriation made by the outgoing administration for the Borough of Manhattan for 1902 was \$1,840,781.33. The Fusion administration reduced this estimate to \$1,742,569.03. In 1903 this department will spend only \$1,705,430.50. The clerical force of the Bureau of Sewers was reduced 20 per cent., affecting a saving of \$11,640 yearly in salaries.

INCREASED COMFORT TO CITIZENS.

The President of the Borough has the care of the city's sewer system. It is of vital importance that the sewers and basins be kept clean and in repair. The Tammany administration neglected both of these items.

The following statement shows the amount of work done on the sewers and the cost of same from 1899 to 1902, inclusive:

Year.	Feet cleaned.	Cost.
1899	234,347	\$67,074.55
1900	298,657	55,342.16
1901	349,552	64,667.12
1902	451,762	58,899.67

In 1901 the Tammany Bureau examined 152 sewer basins. In 1902 9,729 were examined.

WORK OF BUREAU OF BUILDINGS.

Architects and builders have profited under this administration from the elimination of blackmail collections—in the buildings bureau—so notorious under Tammany. The system of "graft" which previously prevailed has been replaced with a system of expert surveillance upon the work performed in all new building undertakings.

AMPLE FIRE PROTECTION.

One of the first reforms inaugurated was the requirement in all building plans of ample facilities for egress and escape in case of fire or panic. Most thorough tests have been made of fire-proof materials. The Superintendent of Buildings has also insisted that greater provision for

safety from fire should be provided in theatres. This, in connection with the regulation of the Fire Commissioner, that no one should be allowed to stand in aisles or foyers of theatres, is a most wholesome provision, the absence of which might some day result in another Brooklyn Theatre holocaust. The second element in the removal of the graft system has been an improvement in the manner of receiving and handling applications for building operations. Action upon such applications has been prompt, and builders have been able to get their permits much sooner than was formerly the case.

REPAIRS TO PUBLIC BUILDINGS.

Extensive alterations in the City Hall, Criminal Court Building and County Court House—long needed—were immediately undertaken by the new administration. All the district court houses were out of repair; their walls were damaged and the steam-heating, gas and other fixtures were in wretched condition. All is now changed, and the necessary repairs have been made.

PUBLIC BATHS.

There are now in course of construction in Manhattan Borough three permanent public baths, located on lots of ground 50 x 100 feet in size, one at East 109th street, another at East 41st street and a third on Allen street. In addition to these three baths, four more are being provided for, \$408,000 having already been appropriated for this purpose. A bath to be erected at the foot of East 23rd street will be of immense size and the best equipped of its kind, in this country.

As showing the necessity for these increased bathing facilities, it is interesting to notice that at the Rivington street bath (which was the only building of this description provided under Tammany), there were 779,537 baths taken during the year 1902.

SPLENDID IMPROVEMENTS IN PROGRESS.

Plans have been undertaken by the Fusion administration for the construction of Riverside Drive from 135th street to the Boulevard Lafayette. At the corner of 23d street and Fifth avenue an electrolier has been erected; seats on Riverside viaduct are being provided and plans for seven public comfort stations have been drawn.

Borough of Brooklyn.

J. EDWARD SWANSTROM.....**President.**

A marvelous transformation has been wrought in Brooklyn under the presidency of Mr. Swanstrom. One of the most serious problems which confronted him at the very outset was the woful inadequacy of pavements in the borough. He found only 95.14 miles of asphalt pavement in the whole borough. On August 1, 1903, there were 132.27 miles—an increase of more than one-third over all previous years combined. During 1898 to 1901, inclusive, Tammany had let paving contracts for 40.49 miles. Mr. Swanstrom let contracts in nineteen months for 119 miles. Pavements cost an average of \$2.83 a square yard under Tammany; \$2 under Fusion. Tammany spent \$1,580,887.05 in four years to lay Brooklyn pavements; Fusion appropriated in nineteen months \$4,659,919.17.

ATTENTION TO PAVEMENT REPAIRS.

The work of pavement repairs has not been neglected. When President Swanstrom assumed office there were 700 "connection openings" in stone pavements that had gone without repair beyond the proper time for settlement. The Chief Engineer of Highways reports now that there are none such left. The asphalt pavements were found in very poor order. For six months of 1903 four, and part of the time five, asphalt repair gangs were kept steadily at work under the management of Mr. Wm. F. Kearns,

until now the pavements are in better order than ever in Brooklyn's history, and one gang suffices to keep them in good condition. The "connection openings" in the asphalt pavements are followed up closely and brought promptly to repair.

PROVIDING STREET SIGNS.

The close of the previous administration left Brooklyn in wretched lack of street signs. Fusion has added over nine thousand new signs, and the borough for the first time is well equipped in this respect.

NEW ROAD MACHINERY PLANT.

The former Department of Highways was turned over, in the Borough of Brooklyn, to the present administration without any modern machinery for road making or road repairing, although in Brooklyn there are some five hundred miles of dirt roads. A complete modern plant of road machinery has been purchased without any special appropriation, but out of economies in the administration of the Bureau of Highways.

ASPHALT TESTING PLANT.

There had been a fine laboratory for testing asphalt and cement in Brooklyn prior to consolidation. Tammany moved it over to Manhattan and kept it there. President Swanstrom has constructed and equipped a fine new laboratory for this purpose, and the former chemist has been restored to work in this borough. It has been a part of the definite policy of the Borough President to provide smooth pavements adjoining school houses, churches and hospitals. Thirty-one school houses, twenty-five churches and nine hospitals had asphalt pavements laid adjoining them in 1902 and many more in 1903.

RE-CREATION OF FOURTH AVENUE.

Notable among the chief improvements carried out have been the re-creation of Fourth avenue from a granite and

cobble wilderness into a magnificent boulevard with 75 small parks along its center and over 1,100 new trees, besides shrubbery planted to adorn it, making the first great through line of modern pavement west of Prospect Park and Greenwood to the south of the borough. Bushwick avenue, also a street of equal importance to the eastern and northern portions of the borough, has been repaved its entire length with asphalt pavement, making one of the finest streets in the city.

CARE FOR THE SEWERS.

The Fusion superintendent found the sewers of Brooklyn in a lamentable condition. There were over 100,000 people without sewerage facilities, and two cesspools to a house were common in many suburban sections. There had been utter neglect in cleaning the main trunk sewers, and both the buildings and machinery in three of the sewage disposal plants (caissons Nos. 1, 2 and 3 at Coney Island) were in bad condition, in some cases wrecks. The great Sewage Disposal Works in East New York had been closed for five continuous weeks just after the election of 1901, and was found wholly without supplies for its operation. A break in the 8-foot Hegeman avenue sewer had lain open without repair six months.

NEW SEWERS BUILT.

The construction of new sewers has been carried on with unprecedented speed. Work is now progressing at twelve points simultaneously on the great Foster avenue sewer, which is the eastward projection of the Bay Ridge tunnel sewer, the two together draining Bay Ridge, Flatbush, Windsor Terrace and a large part of the old town of New Utrecht. The Bay Ridge tunnel sewer itself progresses at six points night and day, Sundays and holidays, and by persistent energy this whole great sewer-river will be brought into use by the early winter. So likewise the great sewer to relieve the Vanderveer Park section has

been authorized, work begun and carried on to completion. The first trunk sewer for the Flatlands district has been authorized and contract made, and the great Ninety-second street tunnel sewer has been authorized and construction started. This last will provide long-needed drainage facilities for Dyker Heights, Fort Hamilton and a large portion of Bath Beach. The Windsor Terrace district will find relief with the construction of the East Fifth street sewer, which has been authorized and contract made.

NEW CONTRACTS UNDER FUSION.

The amount of contracts for sewers let by Tammany in the full four years from 1898 to 1901 was \$2,238,368. The amount let by Fusion from January 1st, 1902, to July 31st, 1903, was \$2,671,457. The sewers finished between January 1st, 1898, and December 31st, 1901, cost \$655,975, while in nineteen months Fusion brought to completion a value of \$974,530.

SEWER BASINS INSPECTED.

There are 8,300 sewer basins in Brooklyn which should be kept clean. In 1901, 40,853 basins were examined; in 1902, 61,816. In 1901, 9,241 basins were cleaned; in 1902, 14,958. In 1901, each basin cleaned cost \$4.60; in 1902, \$1.96, and in 1903, \$1.72.

PUBLIC BATHS AND COMFORT STATIONS.

There were no indoor all year public baths in Brooklyn when President Swanstrom assumed office. Five have now been authorized. These baths are located as follows:

Hicks Street (South Brooklyn).....	Complete
Pitkin avenue (Brownsville).....	Nearly complete
Montrose Avenue (Williamsburg).....	Building
Huron Street (Greenpoint).....	Contract made
Bridge Street (Navy Yard District).....	Plans approved

MODERN EQUIPMENT.

The approximate cost of these five baths will be \$405,-661.30. Each bath will have a complete equipment of

showers and tubs, for both men and women ; four of them will contain each 90 showers and 6 tub baths ; the fifth, Hicks street, will contain 56 showers and 4 tub baths.

SIX PUBLIC COMFORT STATIONS PROVIDED.

There had been no public comfort stations in Brooklyn. Six of these are now building. They are located as follows :

Broadway and Lorimer street.
Pulaski street and Broadway.
East New York and Liberty avenues.
Manhattan and Greenpoint avenues.
Hamilton avenue and Richards street.
Fulton and Joralemon streets.

The total cost of the foregoing will approximate \$128,000.

INSPECTION OF CONEY ISLAND.

In 1902, under the Bureau of Buildings, for the first time in Brooklyn's history, the machinery and equipment of all contrivances used at Coney Island for the conveyance of passengers, such as switchback railways, aerial slides, carrousels, etc., were carefully inspected.

ECONOMY IN BUILDINGS BUREAU.

The work of the Bureau of Buildings was performed in 1902 with 81 employees and \$120,200 expenses ; there were 103 employees in 1901, and the cost was \$152,390. The permits granted in 1902 involved the expenditure of \$2,000,000 more than those of 1901.

LOCAL IMPROVEMENTS.

A conspicuous feature in the administration of Borough President Swanstrom has been the work done by the Local Improvement Boards, which offers a striking comparison with that of the previous four years. The record is as follows :

During the Fusion years the tax levy has been:

For year 1902.....\$906,785 76

For year 1903.....645,344 80

So that in the present year real estate will pay \$261,-
440.96 less than last year, and \$357,381.72 less than in
1901.

Borough of Queens.

JOSEPH CASSIDY (Tammany).....President.

The most conspicuous and successful feature of the administration of Joseph Cassidy in Queens has been his care for his political henchmen. This feature was so offensive, and resulted in such disgraceful neglect of the public interest, that taxpayers of the borough preferred forty-one specific allegations of maladministration against Cassidy. The Commissioner of Accounts sustained twenty-one of these charges.

CHARGES AGAINST TAMMANY PRESIDENT.

The allegations are that President Cassidy employed men who did not work for the remuneration they received from the city, and that many of these men received compensation for work which they either did not perform or performed in some other capacity than their names on the department pay-roll indicated, and which netted them an income of from \$3 to \$5 per day. The report shows that one of the men so employed was otherwise engaged in the pressroom of a morning newspaper during the day, instead of being engaged in the duties of the position assigned to him under the Borough President, and that in other instances men were scheduled on the pay-rolls as operators of elevators in buildings in Queens Borough where there are no elevators.

The great needs of the streets and pavements of Queens

have been but little improved under Cassidy. It is difficult to find instances where the city has received positive results from his administration.

Borough of the Bronx.

LOUIS F. HAFFEN (Tammany).....President.

But little has been done by way of improvements under the office of the President of the Borough of the Bronx, owing to the unfortunate choice of the voters of that borough in 1901. The Citizens' Improvement Association has frequently protested against the disgraceful neglect by Haffen of needed improvements in the Westchester District. Several indignation meetings have been held by Bronx residents to condemn the administration of Haffen.

HAFFEN'S NEGLECT.

Such improvements as have been made have been largely accomplished by the City Department. The water supply of the borough has been greatly improved. Several new schools have been started by the Board of Education. The great parks of the borough have, under the new administration's management, aroused the greatest enthusiasm. In the matter of pavements, public baths, public comfort stations and sewers Haffen has accomplished little or nothing.

THE CIVIL SERVICE.

One of the tests of an honest administration, whether national, State or municipal, is the manner in which the civil service laws are enforced. If they are impartially carried out, whatever else may happen or fail to happen, there is not likely to be much "graft" among those intrusted with the functions of government.

The eligible lists formed from examinations held prior to January, 1902, were either practically exhausted or were so old as to be useless. The commission, therefore, had to hold competitive examinations under nearly every title included in the municipal classification. Ten thousand three hundred and fifty-nine persons were examined in the first eight months of 1902, against 4,603 in the entire preceding twelve months.

FAIR EXAMINATIONS HELD.

Under Tammany rule the impression prevailed that the city officials were bound to beat the civil service law. Under the Fusion administration it is being demonstrated that applicants shall stand upon their merits regardless of politics. Tammany men have just the same chance as anyone else. As an indication of restored confidence in the fairness with which the civil service law is being enforced, last year there were about 9,000 applicants, while from January to July of the present year there have been nearly 15,000.

HOW FAIRNESS IS INSURED.

Examinations of a technical character have been advertised in appropriate trade journals, and, as a result, competitors of a higher grade have been attracted. The old practice of examining large numbers of candidates for a given position in sections—about 100 a day—has been

abolished, and all candidates are examined at one time in a large hall. This insures fairness. The wasteful and expensive practice of employing examiners at a per diem compensation has been replaced by the employment of a corps of salaried examiners at less expense and with better results.

RE-RATING PRIVILEGES REDUCED.

The practice of re-rating the papers of candidates upon appeal was subject to much abuse; the re-rating privileges have been much reduced and safeguarded in a manner to prevent abuse in future. Re-ratings will not be made unless it is shown that substantial injustice has been done. All candidates have an opportunity to examine their papers.

ABUSES CORRECTED.

So acceptable have been the ratings that in most cases the heads of departments have accepted eligibles in regular order. Under the old Police Board percentages were juggled for fully a year before the result of an examination was announced. In carrying out the new policy a correction of this injustice was the first reform inaugurated. Under Tammany it took months to obtain the ratings, and positions were filled with "temporary" appointments. Now as many days or weeks suffice. An examination was held for patrolmen on June 10th, 1903. All the candidates were examined at the one time, and the eligible lists were made up in less than a month. With Tammany manipulation this would have taken six months.

HOW TAMMANY BEAT THE SYSTEM.

Tammany strove, with considerable success, to beat the system by running the civil service in detail and multiplying the number of classifications. There was a clerk of police regalia and numerous other specialists as absurd. Now the number of classes has been cut down from 470 to 252.

FUSION AND LABOR.

Every Man Now Has a Chance to Get a City Position on His Merits.

The Citizens' Union, upon whose platform the Fusion administration was elected, has always insisted that the city should be a model employer, and that the eight-hour day should be all that should be required of wage workers. The Fusion administration has kept this platform in mind and lived up to it.

THE CONTRAST WITH TAMMANY.

As a specific instance of the Fusion attitude toward labor, the New York Press of August 12, 1903, recited this instance:

"In striking contrast to the methods of Tammany Hall when it ruled New York is the action of the Fusion administration in Brooklyn in finding work with contractors for 150 men who had been laid off from the Department of Highways because the appropriation for the year had been expended. It was known months ago it would be necessary to discharge the men, but instead of dragging the work along, or stopping it until shortly before election, as Tammany's method was, and then taking it up again to win votes, the administration hastened it because the public good demanded it. But, having knowledge of what was to come, the attached of Borough President Swanstrom's office made it their business to find with contractors doing work for the city, places for the men who were to be laid off.

"So successful were these clerks of the Borough President in their efforts that the men who stopped working for the city on one day went to work for contractors on the next, all except thirty, who own teams and who declined the offer of work, because, they said, service for contractors was too hard on their horses.

"Justin McCarthy, Jr., secretary to President Swanstrom, says that not only have places been provided for these men, which is unprecedented, but when they worked for the city through the winter, spring and early summer, they received higher pay than ever before."

LABORERS PROTECTED.

Under the Fusion administration the civil service em-

ployees have been permitted to hold their positions regardless of their political affiliations. No efforts have been made to evade the civil service law. Every effort has been made to protect laborers in the city's employ from political assessments. The effect of this has been particularly noticeable in the Street Cleaning Department.

TAMMANY'S ATTITUDE OF OPPOSITION.

In view of the stand Fusion has taken, it is well to remember the manner in which Tammany persistently allowed violations of labor laws on public works.

TAMMANY TOLERATED THE PADRONE SYSTEM.

Under Tammany the padrone system of labor was shown to be utilized in work on the new East River bridge. Commissioner Shea stubbornly resisted the efforts of labor unions to stop it.

TAMMANY DISREGARDED "PREVAILING RATE".

Under Tammany the prevailing rate of wages was not paid on work on the new Tombs prison. The protest of the Granite Cutters' Union availed nothing.

TAMMANY BROKE 8-HOUR LAW.

Under Tammany the Armory Board permitted—in direct violation of the eight-hour law—more than eight hours a day work on city contracts, informing the Central Federated Union, which protested, that if the men worked overtime they were paid for it.

CAN TAMMANY BE REFORMED?

History of the Almost Continuous Sacking of a City Treasury for More than a Century.

New York has grown and developed astonishingly in spite of being weighted down for a century with the most corrupt and defiling millstone that ever hung about the neck of a municipality. The city rulers have been charged with almost every crime from petty larceny to murder. Throughout all these years of misgovernment, almost every leader of corruption, almost every freebooter who has sought to rob the public treasury, almost every man whose name has become infamous through public speculation, has traced the source of his power to Tammany Hall. From William Mooney, the founder, to Richard Croker, whose shadow still haunts the wigwam, the record of criminality—insolent and unpunished—has had scarcely a break.

FUTILE ATTEMPTS TO PURIFY TAMMANY.

There have been many reform movements. Tammany itself has often pretended to have reformed itself. Even Fernando Wood posed once as very pure and good. But "graft" has been shown to be the foundation stone of Tammany. Without it its vast organization cannot be held together. The whole history of New York for the last hundred years is a continuous record of unavailing efforts to inject honesty and decency into Tammany. Tammany has elected many eminently respectable Mayors, but *in not a single instance have its Mayors been left with hands unbound.*

THE STAMPING GROUND OF A TRAITOR.

In its early years Tammany Hall was the stamping-

ground of Aaron Burr. It has been the home of plots ranging from the destruction of the national government to the overthrow of decency in the city. In 1820, when the population of the city was but 120,000, New York was misgoverned. In 1833 every Tammany office-holder was involved in a wholesale scheme of bribery connected with the chartering of the Seventh Ward Bank. In 1840 Tammany Hall's administration of the Manhattan Bank, which carried a large city and State fund, resulted in disaster. Tammany politicians had ruled its policies from the start, and in that year it was revealed that its worthless loans and political expenditures had reached the enormous sum of \$1,344,266. About this same time there was a series of disclosures regarding the corruption of certain officials, and the name of one, Swartout, became the proverbial expression for embezzlement on a large scale.

THE RISE OF "THE GANG."

From 1840 Tammany was no longer ruled by even the corrupt men of a higher social strata. It was now governed from the bottom instead of from the top. The "gang," of one of which Richard Croker was later so illustrious a member, became the all-important factor. This system reached its highest development under the leadership of Fernando Wood in 1850. He was for a long time the acknowledged leader of Tammany Hall, and was three times elected Mayor of New York. He sold official positions to the highest bidder, selling the street commissionership, for example, to Charles Devlin for \$50,000 in cash.

AN EARLY REFORM MOVEMENT.

The frauds and scandals of Wood's administration were so flagrant that in 1857 and again in 1861 large bodies of citizens combined and defeated him. One of these combinations took the name of the People's Union. It was about this time that John Cochrane, sachem, Congressman

and President of the Board of Aldermen, gave utterance to the famous expression that he "*would vote for the devil incarnate if nominated by Tammany Hall.*" Unfortunately, this reform movement resulted not in the policy of securing the management of the city by decent citizens. The reformers turned over the city government to State officials. A bi-partisan board of supervisors, created to ascertain and levy the county taxes, came to be a board of spoliation.

TWEED PILLAGES THE CITY.

These unwise measures were partly responsible for the ascension of the star of William M. Tweed. The "Tweed Ring" remained in actual control of the city finances from January, 1869, to September, 1871. It is impossible to estimate accurately the amount stolen from the city by this combination. During this time the net debt of the city increased \$80,000,000—from \$36,000,000 to \$116,000,000. Estimates are not extreme which computes the spoils of the "Tweed Ring" at a value of \$100,000,000.

THE MONUMENT TO TWEED.

One of the achievements of Tammany Hall under the leadership of Tweed was the building of the present headquarters in Fourteenth street. This building, from which John Kelly, Richard Croker and Charles F. Murphy have wielded their extraordinary power, stands as a monument to the career of a man who, when confronted by revelations of his civic treason, bluntly inquired, "What are you going to do about it?"

THE PEOPLE AGAIN OUTRAGED.

To dethrone the régime of Tweed, the decent element of the community enlisted under the leadership of the first Committee of Seventy. This committee did not pause in its activity until it had scattered the "Ring" and had imprisoned its leader. It retained its organization

from 1872 until its efforts were crowned with complete success in the election of William F. Havemeyer as Mayor on a platform of reform.

REFORM DETHRONED.

But in 1874, at the very next election, William H. Wickham, the Tammany candidate was elected Mayor. Tammany pretended to have reformed itself. There were no object lessons to arouse the public, and Tammany, as always before, reaped the benefit.

JOHN KELLY SUPREME.

In 1874 John Kelly's power in Tammany Hall became supreme. Again a wave of false reform swept over the wigwam. William R. Grace, the Tammany Mayor of 1880, had his hands completely tied. Under Kelly's rule in Tammany occurred the famous incident of the purchase of the Board of Aldermen in 1884—the "Boodle Board," as it was called. Every member, save one, of that body received \$22,000 cash for voting for the Broadway railroad franchise.

CROKER BECOMES DICTATOR.

Richard Croker became dictator of Tammany Hall in 1886. He acceded to the demand for the nomination of a respectable candidate in that year, by naming Abram S. Hewitt. Mr. Hewitt stated publicly in 1901, however, that Tammany tied his hands completely while he was Mayor, and that he could do little to make the administration progressive and efficient.

GILROY ELECTED BY CLEVELAND.

In 1892 the election of Grover Cleveland for President carried a Tammany sageman, Thomas F. Gilroy, into the Mayor's chair. In 1894 the city had again become so scandalously corrupt that the Lexow Committee was able to bring to light a vast amount of administrative venality.

Out of resentment and disgust at these revelations, the citizens again arose and triumphantly elected William L. Strong as a reform Mayor.

PROGRESS UNDER STRONG.

Great civic progress was made under Mayor Strong. The Police Department was more efficient than ever before, and the Street Cleaning Department was a model for all the world. Tammany made the time-worn pretence of having reformed, but when the campaign of 1901 arrived Robert A. Van Wyck was named as the Tammany candidate.

THE VAN WYCK ADMINISTRATION.

Tammany's Shameless Government Arouses the Indignation of All Independent Democrats.

Mayor Van Wyck began his administration by distributing the control of the departments among the Tammany district leaders of the city. As a result, before his term of office ended there was scarcely a department which did not reek with corruption and scandal.

THE RAMAPO CONTRACT.

One of the most infamous of Tammany plots was the effort of the Board of Public Improvements to force a \$200,000,000 contract on the city on the plea that New York was financially unable to control its own water supply. Commissioner Dalton, of Water Supply, Tammany leader of the 11th Assembly District, made every effort to get the Ramapo steal through, and but for the efforts of the present Comptroller Grout and the then Comptroller Coler the plan would undoubtedly have been consummated.

THE ICE TRUST SCANDAL.

In the summer of 1900 the Ice Trust, with which was connected the Mayor and a large number of Tammany

officials, sought to raise the price of ice ten cents a hundred pounds and to prevent the sale to the poor of five cent pieces. Mayor Van Wyck acquired a large block of stock in the company after he became Mayor, and efforts were made by his administration to give the Ice Trust valuable dock privileges at a low cost.

TAMMANY RAIDS THE TREASURY.

The new Tammany administration lost no time in pouncing upon the public treasury. The revised budget of \$77,559,332.37 in 1898 was increased to \$98,100,413.43 in 1901, an increase of 30 per cent. in four years, mostly in salaries, which civil service bars were afterwards raised to protect. The net bonded debt, when Tammany took charge of the greater city, was \$227,453,529.11 on December 31st, 1897. It was \$292,454,786.29 on June 30th, 1901, an increase of 28 5-10 per cent. in 3½ years. And during all this time Comptroller Coler was continually filling the public prints with complaints against the extreme legal cautions in the constitution on the subject of the debt limit.

THERE WOULD HAVE BEEN NO COMPLAINT FROM CITIZENS IF FOR THESE VAST EXPENDITURES THEY HAD OBTAINED THEIR MONEY'S WORTH. But what did they receive in return? A glance at several departments will show.

ABUSES IN FIRE DEPARTMENT.

The Fire Department was in the control of John J. Scannell, a Tammany sachem and great friend of Richard Croker. On June 28th, 1901, Commissioner Scannell and one William L. Marks were indicted by the Grand Jury, Scannell being charged with neglect of duty and with conspiracy, together with Marks, to defraud the city in the purchase of supplies. It was shown that Marks had collected a large revenue upon all supplies purchased by the department.

INCOMPETENT HEALTH OFFICIALS.

The Health Department was in control, first of Michael C. Murphy and later of John B. Sexton, both Tammany leaders and neither possessed of the slightest knowledge of the work they were called upon to do. It was Sexton who, when a reporter sought his opinion upon a recent discovery concerning consumption by Dr. Robert Koch, the famous German bacteriologist, responded: "Who is this man Koch?" Under this administration the sanitary squad of the department was used for political purposes, salaries were increased 35 per cent., and the contagious hospital on North Brother's Island was permitted to get into a disgraceful and repulsive condition.

HORGAN & SLATTERY.

This administration fostered the firm of Horgan & Slattery, so-called architects. Tammany gave them the uncomplete contract for building the Hall of Records. Francis J. Lantry, Tammany leader of the 22d Assembly District, Commissioner of Correction, devised improvements to the plans for the new Tombs prison, which were to be executed by Horgan & Slattery for \$800,000, at a net loss to the city of from \$250,000 to \$300,000.

PUBLIC BUILDINGS.

The Department of Public Buildings, Lighting and Supplies was in control of Henry S. Kearney, a Tammany district leader. Some of his purchases of supplies were investigated by the Comptroller's office. It was found that one Jacob A. Mitnacht had been doing a steady business with the department. He had furnished defective and second-hand safes to many buildings, charging more for this old junk than first class dealers charge for the best of safes brand new.

"PAY THE BILL AS CLAIMED."

In this investigation of overcharges the Department of Accounts sought the advice of the Law Department, ob-

taining from the Tammany Corporation Counsel this most convenient advice: "Pay the bills as claimed, because if the action proceeds to trial the costs and accumulated interest will amount to several hundred dollars in addition." This was considered very good legal advice by Tammany, for it gave heads of departments authority to purchase all the minor supplies they needed, and to pay out of the city treasury any price their friends demanded.

CORRUPTION IN STREET CLEANING DEPARTMENT.

Tammany placed the Street Cleaning Department in control of Percival E. Nagle, whose previous occupation was that of bookmaker on the race track. The Tammany Board of Estimate in July, 1901, awarded to the New York Sanitary Utilization Company—in which powerful Democratic leaders were interested—a contract to dispose of the city's garbage. This company had been for five years disposing of the Manhattan and Bronx garbage for \$89,990 a year. In its "competing" bid in 1901 it demanded \$232,000 for Manhattan alone and \$77,000 for Bronx, a total of \$309,000 a year. The Board of Estimate and Apportionment rejected the company's bid as exorbitant, but on July 31st turned squarely around and accepted it. THIS COMPANY ENTERED INTO A FIVE YEAR'S CONTRACT TO RECEIVE AN ADVANCE OF \$219,000 ANNUALLY OVER THE OLD CONTRACT PRICE FOR THE TWO BOROUGHES.

EXTRAVAGANCE RAMPANT.

It was shown, too, that Nagle had hired scows from private owners at \$155 to \$175 to remove rubbish, while he allowed to remain idle at the Erie Basin three self-propelling scows built by the city in Col. Waring's administration at a cost of \$150,000. Charges were filed with the District Attorney against the Commissioner of Street Cleaning, in which complaint was made that a system of "shake-down," nearly as perfect as that in the Police Department, was used for purposes of plunder by those

"high in authority." It was claimed that street sweepers had to pay sums amounting to \$2 a month to keep their places, and foremen had also to pay to keep their jobs.

NEGLECT OF THE BRIDGE.

The Department of Bridges was under the control of John L. Shea, a Brooklyn politician. While he was in charge not one cent of the appropriation for his department was used to keep the Brooklyn Bridge in running order. It was under him that there occurred the breaking of the suspension rods of the bridge on July 25, 1901, which so startled the city. It was revealed that the iron work of the bridge had not been painted for three years. Mr. Shea had not in any of his reports asked for an increase of the appropriation for paint, but did in all his reports ask for large increases in the appropriations for salaries; neither did Mr. Shea ask for additional competent engineers and mechanics to inspect the bridge more carefully and report daily upon the actual condition of all its material parts; in fact, Commissioner Shea had no time and no disposition to look after the Brooklyn Bridge, being engaged during most of his time in the office in looking after other structures and supplies, in which he was more directly concerned as a distributor of patronage and a reliable agent of Tammany Hall.

SCANDALS IN DOCK DEPARTMENT.

The Department of Docks was in charge of Charles F. Murphy, Charles F. McMahon and J. Sergeant Cram, all prominent leaders in Tammany Hall. Here there was a perfect orgy of "graft." Docks were leased to favored companies upon easy terms, sinecure offices were created for political hangers-on, and under the guise of "treasurer's orders" a flood of small contracts were let by the department to favored contractors. This department is now under investigation by the District Attorney, and he has stated in open court that a criminal complaint has been lodged against the former Commissioners.

THE CAREER OF **CHARLES FRANCIS MURPHY ***

Franklin Matthews in "The World's Work."

Charles Francis Murphy is forty-four years old, and is a graduated saloonkeeper. He had four saloons, got rich, gave up the business, took the only municipal office he ever had, that of Dock Commissioner, under Van Wyck, and was not long in getting richer. Like Croker, Murphy fought his way to petty political leadership in his youth-with his fists. By brute strength he won leadership.

Croker's word was law with him. Then came the Van Wyck election. Murphy had reached a place where he could demand an office for himself. Murphy asked for a Dock Commissionership. That field was the richest in spoils in Van Wyck's gift. Millions of dollars worth of work under a vast system of dock improvements, set in motion by the Strong administration, was to be done. The Dock Commissioners in many of their transactions were a law unto themselves. Murphy was strong enough to be made treasurer.

Now, Lewis Nixon wanted the place Murphy got. As a shipbuilder and a student of the needs of the commerce of the city of New York, he had some high-minded notions that he could be of worthy public service to Tammany and to the city. He wished to lift some of the burdens that were handicapping New York as a port. But Croker decided that Murphy, the graduated saloonkeeper, would make a better Dock Commissioner for Tammany than Nixon, and undoubtedly he was right.

Whether there was anything criminal in the Murphy Dock Board's transactions it is for the courts to decide, if the matter comes before them. It has been charged that more than \$3,000,000 of contracts were given out

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at exorbitant prices without public letting; that long term leases of public piers were given away to Tammany men for a mere song, insuring various favorites profits of from \$10,000 to \$50,000 a year, with scarcely more effort than to take in the money; that Tammany "dummies" were put into many firms that obtained the plums; that Murphy's own relatives, some of them being in office, reaped a large profit from these contracts, and it is not denied that Murphy's own wealth increased rapidly during his term of office.

The disclosures of what at best might be called Tammany mismanagement of the Dock Department were of such grave importance that even Murphy had to break his silence in June last. He gave out a carefully prepared statement, the gist of which is this:

"As to escaping criticism by leasing piers to the highest bidders, I want to say that it would never do in the world, as it would open the way to endless blackmail. A man might build up a big coal business and then when his lease was expiring a rival might come along and threaten to outbid him for his pier." (One would think that a business man would take such a risk into consideration; at any rate, the pier is the city's, not the business man's.) "That would not be fair. The city should not, in my opinion, make more than five per cent. on its property. . . . It is all nonsense to talk of my giving treasurer's orders on my own responsibility. The law requires a unanimous vote on these, and it was always had, although there are isolated cases where the names of but two of the three commissioners were signed to the orders." (An important admission.)

SOME OTHER TAMMANY LEADERS.

As there are many very good reasons for believing that Richard Croker still wields a great power in Tammany Hall it is well to remember a few facts about him. In 1884 John Kelly died and Croker was declared his successor as boss. In 1884 (see testimony of Patrick McCann, brother-in-law of Richard Croker, before the Fassett Senate Investigating Committee in 1890) Croker went to McCann's store with a bag containing \$180,000 to be used, he said, to buy votes in the Board of Aldermen necessary to confirm the appointment of Hugh J. Grant to the office of Commissioner of Public Works.

In 1885 he nominated Hugh J. Grant for Sheriff. Grant, while in office, gave \$25,000 in five presents of \$5,000 each to Croker's two-year-old daughter Flossie. He appeared before the Mazet Committee on April 1, 1898. The following is a literal report of part of the proceedings:

Attorney Moss: "Then we have this, that you participate in the selection of judges before they are elected, and then participate in the emoluments that come from their judicial proceedings?"

Croker: "Yes, sir."

Moss: "And it goes into your own pocket?"

Croker: "Yes. That is my own money."

Moss: "So you are working for your own pocket?"

Croker: "All the time."

THE RISE OF NIXON.

During the seven years prior to 1901 Croker had spent three years, one month and twenty-eight days in England. Disgusted with the result of the election of 1901 Croker turned over the rule of Tammany to Lewis Nixon. After a few months of power, Mr. Nixon, on May 14, 1902, tendered his resignation. Col. Michael C. Murphy, ex-Police Commissioner, moved a vote of confidence in Mr. Nixon, but the indignant leader arose and said to the General Committee:

NIXON ON "ABSENTEE-CONTROL."

I don't want any expression of confidence. I find that I cannot retain my self-respect and the leadership of the organization at one and the same time. My resolution to resign is unalterable. Since I took this position I have been hampered by a kitchen cabinet headed by Andrew Freedman and a board of review. Every important act has been cabled to England before it became effective. Mr. Freedman and his party interfered with me at every turn, and at last tried to dictate whom I should place in the board of sachems. Then a cablegram came from Wantage directing me to place certain men on the ticket, and when I rebelled I discovered that at every turn I should be opposed and interfered with by this same coterie. I found that nearly all my important acts as leader had to be viséd by Mr. Croker. Many of the district leaders would accept my orders, but before carrying them out they would get advice from Mr. Croker.

NIXON ON TAMMANY—A YEAR LATER.

Nixon was chairman of Mr. Croker's Vice Committee—whose report was suppressed. He had every means of

knowing the state of Democratic sentiment up to a year ago. On September 5, 1903, he gave a statement to the press in which he said:

"We are not justified in assuming that the convictions of the voters on matters of city politics will change this year because the party pride of Democrats is to be appealed to with respect to state or national matters. Independent Democrats are well aware that a vote for Fusion this year does not render them ineligible to vote for Democratic Presidential electors next year. So many thousands of these Independent Democrats, who helped to defeat Mr. Shepard in 1901, returned to their party allegiance in 1902 that the Democratic State ticket carried the city by 122,000. They will either vote the Fusion ticket or the Democratic ticket this year, according to established impressions, on pure municipal issues. Any calculations of results which does not take these facts into account is of little value, and any preparations for the campaign which are not made in recognition of them are worse than useless. The battle will be won or lost on local issues that are old enough to have gained a permanent hold on the public mind.

"These issues are police blackmail and that mercenary spirit which breeds dishonesty in the public service. To them may be charged all the party's recent loss of local prestige. The Democracy has not been beaten on these issues by Republican votes alone, by any means. It has been beaten chiefly by Democratic votes. It must be apparent that continued reform, which has manifested itself in the recent enormous defections from the party ranks, only serves to guarantee further disaster. It is equally plain that no subterfuge or tricky expedients or insincerities of any description will make a bad ticket or a bad policy acceptable to the rank and file of the Democracy or to the people at large."

EDWARD M. SHEPARD ON TAMMANY.

The utterances of Mr. Nixon are reminiscent of the following famous quotations from two speeches of Edward M. Shepard, before he accepted the Tammany nomination for Mayor in 1901:

"The thing to do is to defeat the organization (Tammany Hall) which is in power to-day. We have in this city the heads of departments and bureaus who do not take their orders from the Mayor, but from the source from which they secure their political preferment. They know that the Mayor himself takes his orders from the same place."—Speech of December 16, 1900, at the Reform Club.

"The most burning and disgraceful blot upon the muni-

cial history of this country is the career of Tammany Hall."—Seth Low Mass Meeting, Clermont Avenue Rink, Brooklyn.

RECORDS OF SOME OF TAMMANY'S NOTABLE LEADERS.

(From Gustavus Myers' History of Tammany Hall.)

AARON BURR—Killed Alexander Hamilton and tried for treason against the United States.

BENJAMIN ROMAINE—Many times grand sachem and sachem, and a leader for twenty-five years; dismissed in 1806 from office for malfeasance, etc.

CORNELIUS WARNER—Removed from office in 1807 for defrauding the city.

ABRAHAM STAGG—Grand sachem and leader; embezzled \$1,000 of city money in 1807, etc.

SAMUEL L. PAGE and **SIMON ACKERMAN**—For many years prominent leaders; embezzled city money in 1807.

JONAS HUMBERT—Another early powerful leader; proved guilty of extortion and forced to resign, 1807.

MATTHEW L. DAVIS—Burr's close friend and a noted leader, 1800-1825; charged with smuggling, 1808; tried in the Criminal Court for a swindle involving several millions of dollars in 1826; convicted and subsequently, in a second trial, owing to political influence, acquitted. Jacob Barker, a great financial power and one of the most influential leaders, was tried with Davis in 1826 and twice convicted, but likewise escaped.

WILLIAM MOONEY—The founder of the Tammany Society; removed as Superintendent of the Almshouse in 1809 for defrauding for the sum of \$5,000.

RUGGLES HUBBARD—Absconded after depleting the city treasury while Sheriff in 1817.

JOHN L. BROOME—Removed from the office of City Clerk in 1817 for neglecting to take the necessary securities from Hubbard.

JOHN P. HAFF—Removed from the office of Surveyor of the Port by President Monroe in 1818 for corruption and general unfitness.

NAPHTALI JUDAH, TEUNIS WORTMAN, JOHN L. BROOME and others—Implicated in the remarkable lottery swindles of 1818.

DANIEL D. TOMPKINS—Charged specifically in 1818 with being a public defaulter.

ROBERT SWARTOUT—A defaulter in 1820 to the United States Government to the amount of \$68,000.

WILLIAM J. WALDRON—Heavily bribed members of the Legislature in 1824 to secure charters.

GENERAL JOHN P. VAN NESS—Could not account in 1821 for \$60,000 of Government money.

SAMUEL SWARTOUT—As Collector of the Port defaulted to the amount of \$1,222,705.69 of Government money.

FERNANDO WOOD—Indicted for fraudulently obtaining \$8,000 from his partner, but escaped prison by pleading the statute of limitations.

ISAAC V. FOWLER—As United States Postmaster-General defaulted for upward of \$155,000 of Government money.

WILLIAM M. TWEED—Under his régime the city was robbed of about \$200,000,000.

PLATFORM

OF THE

CITIZENS UNION

1903

In the face of the approaching municipal election, the Citizens Union makes earnest appeal to the voters of New York. It does so, not, as in 1901, on a basis of hopes and expectations, but upon a firm foundation of accomplished facts. Its platform is the record of the best administration this city has ever had.

It is not so foolhardy as to maintain that in the comparatively short space of time since January, 1902, perfection has been reached. It does assert that great progress has been made; that favoritism, incompetency and systematic blackmail and graft have been rooted out, and that the city's business has been conducted with honesty, efficiency and despatch.

The Union feels confident that you, citizens of New York, will not for one moment sanction a relapse to Tammany methods, but will by your vote continue the work so well begun.

The limits of a platform are too narrow for a complete recital of all the achievements of these twenty months, but a few striking instances will indicate what this brief emancipation from Tammany methods has made possible.

POLICE DEPARTMENT.—The police force of this city is no longer, as it was under Tammany, an organized and disgraceful agency for the protection of vice and crime. Appointments and promotions cannot now be

bought, and the men, being held strictly to account for their performance of duty, direct their energies to the protection of life and property.

FIRE DEPARTMENT.—Ability to extinguish fires quickly and with the least possible damage is the best test of a fire department. That discipline and efficiency have vastly improved under this administration is shown by the fact that while the department attended in 1902 the greatest number of fires in any year in its history, the average loss per fire was reduced to \$804 from \$1,046 in the last year of Tammany. In the first six months of 1903 the average loss was but \$688.

THE STREET CLEANING DEPARTMENT has largely solved the problem of the final disposition of the city's refuse. Instead of its being dumped at sea, the organic matter, by use of incinerators, has been made to yield a revenue, and the inorganic matter has filled in new land for the city worth \$630,000.

DEPARTMENT OF EDUCATION.—Fusion has appropriated \$14,900,000 for new schools—enough to provide by September, 1904, a full time class for every child of school age in Greater New York. The last Tammany administration persistently repudiated the demands of its own Board of Education, providing in four years 75,132 school sittings (an average of 18,783 per year), while Fusion in one year contracted for 48,875.

PARK DEPARTMENT.—Tammany opened but one small park and no children's playgrounds in Manhattan in four years. Fusion has opened four new parks and seven playgrounds in this borough in twenty months. The great park systems of all the boroughs have been vastly improved, conspicuously in Brooklyn and the Bronx, to which Tammany paid but scanty attention.

THE HEALTH DEPARTMENT has completely stamped out smallpox in New York; has greatly lessened the mortality from consumption; has rebuilt the contagious disease hospitals on North Brother Island; has

improved the city's milk supply; and the death rate for the total population fell from 20.0 in 1901 to 18.7 in 1902—the lowest point in the history of the city—a saving of almost 5,000 lives a year.

The new TENEMENT HOUSE DEPARTMENT has driven prostitution from the tenements, and, for the first time in the city's history, has provided the two and a half million tenement dwellers with an effective legal champion—a champion which has protected them from the dangers lurking in defective drain pipes, inadequate fire escapes, and dark and filthy halls—against countless outrages which they have hitherto suffered without redress.

DEPARTMENT OF CHARITIES.—Several hundred consumptive patients, formerly scattered through the city hospitals, have been provided with a new separate hospital. Adequate food and clothing have replaced the semi-starvation diet and clothing in rags, which prevailed under Tammany. At the same time \$40,000 has been saved annually on the beef contract by business methods. Two new hospitals have been established in Brooklyn. •The "Morgue Gang" of undertakers has been broken up.

DEPARTMENT OF CORRECTION.—Complete repair, cleanliness and a high state of efficiency have been substituted for the dirt, dilapidation and disorder which prevailed under Tammany. The City Prison and Administration Wing of Blackwell's Island Penitentiary have been pushed to completion; a Reformatory for Boys and a Home for Women have been established on Hart's Island.

DEPARTMENT OF DOCKS AND FERRIES.—In the Chelsea Improvement, docks for the largest ocean steamers are being constructed, thus keeping commerce in this city instead of driving it to the Jersey shore. The department has re-leased dumping-board privileges at an increased revenue of 249 per cent. over what Tammany received. Fewer dockmasters have collected 23.17 per

cent. more "General Wharfage" than under Tammany, with no increase in rates.

Largely at the instance of the Citizens' Union, the principle of municipal ownership of ferries has been applied to the Staten Island Ferry. The city will own the plant, getting the advantage of its increasing value, and will, by lease or operation, provide service which will make Richmond Borough almost as easy of access as Brooklyn.

The DEPARTMENT OF BRIDGES has revised the Tammany plans for Blackwell's Island Bridge, doubling its facilities and, with the aid of an architect, making the structure ornamental as well as serviceable. By abolishing sinecures this one department has saved the city \$70,000 in salaries alone.

The DEPARTMENT OF WATER SUPPLY, GAS AND ELECTRICITY has increased water revenues for 1902 \$803,000 over 1901. Waste of water has been reduced; supply and distribution extended and improved; preparations undertaken for additional supply, so that the city shall never again be confronted with the alternative of a Ramapo contract or a water famine; and for the first time the exorbitant demands of the lighting combine have been blocked, with the sure promise in the near future of cheaper rates by private corporations or the erection of a municipal lighting plant.

The FINANCE DEPARTMENT devised the plan which has diverted superfluous sinking fund revenues to the relief of taxation, thus saving to taxpayers \$8,500,000 this year, and insuring greater savings in years to come. This department has bought real estate by private negotiation rather than, as under Tammany, by condemnation proceedings, at an advantage to the city of hundreds of thousands of dollars. The department had paid the salaries of the 12,000 public school teachers on the first of every month, whereas Tammany often delayed them until the fifteenth. The city's creditors are no longer subjected

to annoying delays, but are paid promptly. This fact reduces the cost of public work contracts.

CITY CHAMBERLAIN.—Changes in administrative methods have made defalcations of officials, such as occurred in the Department of Charities in 1901, practically impossible. The immense transactions of this office—covering the handling of over \$520,000,000 in 1902—have cost the city only four one-thousandths of one per cent.

DEPARTMENT OF TAXES.—In obeying the law requiring all real estate to be assessed at its full value, the administration has corrected the gross inequalities of former assessments, provided property owners with adequate protection against further impositions, and placed at the disposal of the city adequate resources for necessary public improvements. At the same time tax bills are lower. Tammany's last budget appropriated for the city's expenses in 1902, \$97,974,541.83. This year's budget was \$97,119,031.10—a saving of \$885,510.73 to the credit of good government; while, owing to the change effected in the sinking fund law and economical municipal administration, the amount to be raised from taxpayers in 1903 is \$77,632,663 against \$88,034,632.79 in the last year of Tammany rule—a total difference in favor of taxpayers of \$10,401,968.85.

The **LAW DEPARTMENT** under Tammany was run at a net average **LOSS** to the city of \$140,000 a year; under this administration at a net average **PROFIT** to the city of \$400,000 a year. Tammany in four years collected for the city from personalty tax dodgers \$157,316, an average of \$39,329 a year. This administration collected in eighteen months \$518,241, an average of about \$345,000 a year.

LOCAL IMPROVEMENTS.—Under Tammany the city's money available for improvements was expended mostly in Manhattan by the contractors' clique, then and *now* in control of Tammany. Under Fusion no one borough has been preferred above another, and the wise de-

velopment of the whole city has been the aim of the city administration. In Manhattan Tammany laid 18.36 miles of asphalt pavement in 1901; Fusion laid 29.56 miles in 1902. In Brooklyn Tammany laid 40.49 miles in four years, an average of 10.12 miles annually; Fusion laid 40.04 in one year. All this was done at a greatly reduced price per square yard. In Manhattan Tammany opened but one public bath to run all the year round and none in Brooklyn; Fusion has begun seven in Manhattan and five in Brooklyn. Tammany built no public comfort stations in any borough, while Fusion is now building seven in Manhattan and six in Brooklyn. Fusion has installed over 15,000 street signs.

FRANCHISES.—In obtaining for the city the vast advantages of the Pennsylvania tunnel, the New York Central improvements and new trolley lines in the Bronx, this administration has provided that the city shall receive \$250,000 a year from the seventy-five miles of track covered by these franchises. This is 60 per cent. of the total amount the city now collects for the 1,000 miles of track-age covered by former franchises.

The record (of which the foregoing is but a small part) is the platform of the Union, and what has been done is the best earnest of what will be done. Positive benefits for the people for which the Union stands are the same as those demanded in the platform of 1901, and since then, to a large extent, obtained.

In reaffirming its platform the Union calls attention to its position on municipal ownership.

The Union believes the principles of municipal ownership and control, to which the city is already committed, should be recognized in all developments of instrumentalities of general public service, such as water, light and transportation, and that the city shall have full power, as the public interests may demand, either to lease for short terms or operate such instrumentalities. When circumstances are unfavorable to direct operation, private

franchises should be limited to short terms, with option of resumption by the city on prearranged conditions.

New subways are about to be contracted for. The Rapid Transit Act should be so amended that the city, not the corporations, should control the situation, and, if necessary, as a means of compelling satisfactory service, the city should have the power to operate.

In order that the city shall at all times maintain rigid oversight and control of its transportation facilities, the Union pledges its efforts to secure, by necessary legislation, the establishment of a local railroad commission with adequate powers.

Repeating its platform of 1901, the Union demands more complete realization of the principles then stated in the following words, viz.:

Enough room in the schools and enough teachers; an an extended library system.

A sure and ample supply of pure water for every part of the city.

Streets kept as Waring kept them.

More public baths, open winter and summer; more public lavatories.

More playgrounds for children; more small parks.

Enforcement of the Tenement-house laws.

The enforcement of the tax laws by an equal scale of valuation for unimproved and of improved real estate.

Judicious increase of direct employment of labor by the city in its public works.

Constitutional laws, by the amendment of the constitution if necessary, which shall secure to all workmen upon municipal works, whether on the pay-roll of the city or of contractors, the payment of the prevailing rate of wages for an eight-hour day.

Adequate communications between the boroughs by ferries, bridges and tunnels.

Ownership of our own water supply, and acquisition for just compensation of gas and electric light supplies, to

be operated by the city if adequate merit-system safeguards are provided.

Retention by the city of ownership of all its franchises and no leasing of the same except for short periods, so that the increase in value shall be for the people's benefit.

Stringent supervision of all corporations using city franchises, so as to insure adequate service at reasonable rates.

(3) We further demand home rule for the city, greater control by the boroughs over their purely local affairs, and a reasonable and liberal administration which shall protect all citizens in the exercise of their rights without class distinction.

(4) We will nominate no candidate unless his career and record are such as to justify public confidence in his assurance that, if elected, he will not use his office, or permit it to be used, for the benefit of any political organization.

Without calling upon any citizen to surrender in any degree his allegiance to his party, we urge an entire separation of Municipal Government from National and State Politics, and we appeal to all good citizens, of whatever party, to unite with us in an organized effort to accomplish the objects of the Union.

